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ABSTRACT

A 3-year demonstration program on interagency coordination among California employment and training agencies is reviewed in this six-chapter report. The history and rationale for the demonstration program is described in chapter 1. Chapters 2 through 4, written by the three project directors, describe the cooperative planning experience in Imperial, San Diego, and Marin counties respectively. In these chapters the project directors describe their accomplishments and speculate why events occurred as they did and how things might have been different. Chapter 5 presents an analysis of the cooperative planning demonstration program, the role of the evaluation process in its success, and findings that can be generalized to other localities. Described in chapter 6 are four possible futures for state and local agencies that may result from the current proposals for employment and training systems being discussed in Washington, D.C. For each of these possible futures, recommendations are made concerning how best to promote local-level coordination. An appendix to the report contains an annotated list of available products developed during the demonstration program. (Author/LL)

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Demonstration and Analysis of Interagency Coordination:

Findings from the 1979-1982 Cooperative Planning Demonstration Program in California

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This is the final report of an evaluation of local cooperative planning processes among employment and training agencies pursuant to a contract with the Employment Development Department, State of California (Grant No. 8100-4797). Organizations undertaking such projects under government sponsorship are encouraged to state their findings and express their judgments freely. Therefore, points of view or opinions stated in this document do not necessarily represent the official position of policy of EDD.

May 1982

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Preface

The manner in which this report was produced reflects the cooperative spirit that characterized this demonstration program on local interagency coordination. Bob Little, who was there at the beginning and has continued to lend his support and counsel to the program, describes a bit of the history and rationale for this demonstration effort in Chapter 1. Chapters 2-4 were prepared by Frank Cranley, Mike Carrier, and Mary O'Neill and Dennis Brown, respectively, the three project directors and the prime sponsor administrator from Marin County. To paraphrase Frank Cranley's comments in his chapter, these chapters provided the project directors with an opportunity to describe their accomplishments, teach others, and speculate why events occurred as they did and how things might have been different. Chapter 5 presents our analysis of the demonstration, the role of the evaluation process in its success, and findings that can be generalized to other localities. Finally, in Chapter 6, we describe four possible futures for state and local agencies that may result from the current proposals for employment and training systems being discussed in Washington, D.C. For each of these futures, recommendations are made concerning how best to promote local-level coordination. An appendix contains an annotated list of available products developed during the demonstration program. Our thanks to our coauthors and to those persons in each of the counties who assisted them in preparing their chapters.

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CHAPTER 1

THE COOPERATIVE PLANNING DEMONSTRATION PROGRAM: HOW IT ALL BEGAN

Robert A. Little

Employment Development Department

The Cooperative Planning Demonstration Program was developed and implemented in reaction to two related needs. First, there was a desire to clearly state the policies, goals, and objectives of California's employment and training system. Second, there was the desire to coordinate the planning efforts being carried out by various agencies; efforts that were often duplicative. These needs were initially articulated by the Employment Development Department's advisory body, the Employment Services Board. In 1977, this board, together with the California CETA Council, developed a policy and goal statement for employment and training in California. One of the policy statements reads as follow: "Public employment and training programs shall be coordinated and shall be conducted on the basis of yearly action plans that are evaluated for effectiveness, efficiency, and accountability."

A major strength of the policy statement was that it had been developed by individuals who were not only members of statewide advisory bodies but, more importantly, represented the many elements of the employment and training system. Private and public sector employers, consumer groups, service providers (e.g., local prime sponsors, rehabilitation departments, education agencies, employment service offices, and community colleges), unions, and elected officials were all involved. Public hearings were held throughout the state. For the first time, the major employment and training agencies agreed on a consistent direction for employment and training in California.

These different participants recognized that, without coordination and cooperation among themselves, the unemployed and underemployed residents of the state would not receive the services needed to ensure their economic self-sufficiency. The Health and Welfare Agency later adopted the full policy statement and asked that it be used by all departments as they developed their own programs.

The working committee that developed the policy statements recognized that implementation of coordinated programs would not be easy. The various segments of the employment and training system already had formalized their own planning efforts and had operational programs in existence. Each prime sponsor, each local EDD office, each local education agency, and each local rehabilitation office was preparing some kind of annual plan. However, the planning processes were not consistent, and there was no systematic communication among planners, much less agency administrators.

EDD, for example, had developed a "bottom-up" planning process that asked each local office manager to perform a local needs assessment and to allocate available resources to the highest priority needs. However, other departments and agencies were doing "top-down" planning, using different criteria to define needs, working according to different planning cycles, required to be responsive to different federal requirements, or utilizing different delivery systems (e.g., contracts, subgrants, direct service). There were, to be sure, several communities that were attempting to find ways to eliminate duplication in their programs and to improve the effectiveness of various service systems. These communities constituted only a small minority, however.

The problem facing the Employment Services Board and the CETA Council was how to implement the policy that had been agreed upon. An initial attempt was made in Sacramento to try and integrate service delivery approaches described in the various individual agency plans that had been developed in local areas. As staff began to scrutinize those plans, however, it became obvious that the differences outnumbered the similarities. Target groups were defined differently. Georgraphic boundaries varied. Funding cycles overlapped. It also became clear that the resources available to the individual agencies for planning varied considerably. In some cases, planning was not only considered to be a legitimate exercise but was seen as a high priority activity for successful agency functioning. In other cases, planning was viewed as an imposed requirement and was often assigned to untrained staff with instructions "to get it done as quickly as possible!" In other words, the quality and content of the plans were not consistent.

If the individual plans from one locality could not be integrated into a coherent communitywide employment and training plan, even though they might serve the needs of individual agencies, perhaps a fresh look at the local planning process was needed. The representatives from each of the two state-level advisory boards, who had been working together for over a year as the "Joint Committee," decided to enlarge their group to include representatives from the major service deliverers--EDD, rehabilitation, education, community colleges, and the prime sponsors. This group, which later became known as the Project Advisory Committee (PAC), requested and received authorization to use some of the Governor's discretionary CETA monies for a demonstration project. (The funds were from a special allocation more commonly known as the 1% fund.) It was agreed that any effective effort would require commitments locally from at least the five major agencies mentioned above. Although a similar process has been used since then, this was the first time that such a multiagency effort was attempted--an effort that had the joint support of the state-level agencies and that also required a local, multiagency response. A request for proposals (RFP) was developed and sent to all prime sponsors, local education agencies, and rehabilitation and EDD offices.

Basically, the RFP offered the opportunity to apply for a three-year grant to expand and test effective methods of cooperative planning. The projects were to organize, develop, and test local cooperative planning processes for the effective and efficient delivery of employment and training services in California. The ultimate goal was to accelerate the process of assisting people to become employed. The first year of the project was for initial planning, the second year was for implementation of the new planning processes, and the final year was for local-level evaluation of successes and failures.

A number of communities responded to the RFP. Some were already involved in coordinated activities. Some only had minimal experience with the concept. In some cases, a new organization was proposed (e.g., a new planning body). In others, an existing planning organization would be the basis for new coordination efforts. The PAC, in making their selection decisions, looked for different models of planning processes and varying

levels of planning expertise and experience. There was also a desire to select both urban and rural communities. Three counties of the state were eventually selected to be demonstration sites: San Diego, Imperial, and Marin counties.

The PAC also agreed that an outside evaluator was essential. It was felt that no one agency should have the authority or responsibility to evaluate the activities of another. For this reason, a separate RFP for the evaluation was developed and sent out for bid. This report is one outcome of that evaluation.

In hindsight, the project was very timely. The currently proposed congressional and executive initiatives, both legislative and budgetary, will demand closer program integration. More powerful local planning councils, greater state roles in policy planning, and block grants are all on the near horizon. The findings of this project and the handbook on local cooperative planning and interagency cooperation that was developed during the demonstration will stand California in good stead as it enters the 1980s. These next years will bring about new developments, new directions, new economic realities, and new program emphases. Hopefully, chapters in this volume will provide assistance to all agencies that are working toward the ultimate goal of providing quality employment and training services in an efficient manner to persons in need. Before the reader moves on to these chapters, it may be well to review the twelve questions that provided the impetus for this demonstration program. Some of the answers to these questions are presented in the chapters to follow. Other answers are not so clear and may lead only to further questions, but a beginning has been made.

1. What are the essential ingredients for coordinated planning?

2. What incentives for coordinated planning are most effective and how can they be provided?

3. What are the barriers to cooperative planning and how can they be overcome?

4. What constraints do current planning cycles or other externally imposed factors present, and what are the best strategies for working within these constraints?

5. How should independent governing and administrative boards relate to one another in a coordinated planning system?

6. What types of linkages can be developed that will continue to provide each agency with appropriate functional responsibilities and what functional tradeoffs are possible?

7. How can private sector employers and organizations be involved in interagency planning?

8. What planning information is required from and by the various employment and training providers?

9. What are the essential elements in a data base for planning that can be shared by all entities?

10. How can data be gathered and arranged to increase community knowledge and help in plan development?

11. Are current data sources adequate for identifying community needs and developing service strategies to meet these needs?

12. What is the best way of providing local agency staff with technical assistance that they can use in working with available data?

CHAPTER 2

THE COOPERATIVE PLANNING EXPERIENCE IN IMPERIAL COUNTY

Frank Cranley

Imperial County Coordinated Planning Project

Until the turn of the century, Imperial County, California, was a barren desert wasteland. Seventy-five percent of its 4,300 square miles is still desert sand or rugged mountain terrain. The rest of the land has been reclaimed from uninhabitable desert by an extensive irrigation system originating from the Colorado River. A network of canals covers the valley floor, which stretches a distance of 47 miles by 31 miles. This stable and regulated water supply, combined with mean monthly temperatures that range from 55 to 90 degrees, has yielded a year-round growing season. The once sandy soil of the desert has been transformed into the most productive cropland per acre in the country.

Imperial County is located in the southeastern corner of California, bordered on the east by Arizona and on the south by Mexico, and has a predominantly Hispanic population. During the last decade, the county has experienced an increase in population greater than the state average, from 71,000 to 93,000. During this same period, the county has recorded (1) the highest annual unemployment rate (25%), (2) one of the highest Aid to Families with Dependent Children (AFDC) rates, and (3) the lowest per capita income of any region or district in the United States. Although unemployment is nearly 60% for youth, only 11% of the secondary students in the county choose to enroll in vocational education. A recent survey found that the average CETA applicant in Imperial County scored at or below the sixth grade level in basic functional literacy.

Agriculture is the major industry of the county. Four out of every ten jobs are directly related to agriculture, with as many as eight out of every ten jobs indirectly related. Agricultural cycles in Imperial County are unusual because more crops are harvested from October to June than from July to September, which is typically the peak growing period for other areas.

Large numbers of low-skilled seasonal farm workers are employed during the winter months to tend and harvest crops.

How Agencies Came to Be Involved and What They Hoped to Gain from Participation

In March 1979, a Request for Proposals (RFP) was published by the California Employment Development Department. This RFP solicited proposals for projects to design and test a local cooperative planning process that would attempt to deliver employment and training services more effectively. In Imperial County, a meeting of the Comprehensive Employment Training Act (CETA) Prime Sponsor Administrator, Department of Rehabilitation (DR) Program Supervisor, Employment Development Department (EDD) El Centro Office Manager, Imperial County Office of Education (ICOE) Assistant Superintendent, Imperial Valley College (IVC) Vocational Dean, County Welfare Department Assistant Coordinator of the Fiscal Services Unit, and two secondary school district vocational education directors (from Central Union High School and Holtville High School) was called by the Holtville Vocational Education Director. The initial meeting was to publicly present the RFP and to ascertain the degree of interest in pursuing funding. At a second meeting held in May, it was agreed that the Welfare Fiscal Services Unit Assistant Coordinator would be paid $90 by ICOE to compose a response to the RFP. His proposal indicated that six public service agencies (CETA, DR, EDD, ICOE, IVC, and Welfare) would attempt to realize two project goals: (1) develop an effective method for collecting data so that duplication and unnecessary overhead would be minimized and (2) develop annual coordinated plans for all agencies.

Management personnel from the agencies were to compose the Imperial County Coordinated Planning Project (CCPP) steering committee. These managers, the CETA Prime Sponsor Administrator, the DR Program Supervisor, the EDD Office Manager, the ICOE Assistant Superintendent, the IVC Vocational Dean, and the Welfare Director--three men and three women--were to be the voting members of the steering committee. Because schools were already represented in the person of the ICOE Assistant Superintendent, the Holtville

Vocational Director did not assume a role as a steering committee member. Instead, he assumed the responsibility of the CCPP steering committee chair. He was to vote only in case of a tie.

In July 1979, ICOE received notification by Anthony Gutierrez, the State CETA Office Director, that the proposal had been selected for funding. Project staff consisting of a director, a research technician, and a secretary were employed the last week of September. A contract with Employment Data and Research (ED&R), a subdivision of EDD, was negotiated at the same time to conduct a research project to measure local employment needs.

During the first two weeks of the project, the project director conducted a priority assessment of project goals. Each agency stated a preference:

- CETA wanted to identify mutually served clients.
- DR wanted all agencies to clarify their roles and functions.
- EDD wanted to look to developing planning mechanisms.
- ICOE hoped that all agencies would clarify their roles and functions.
- IVC wanted to define the function and role of the steering committee.
- Welfare also prefered to define the function and role of the steering committee.
- The chair wanted to identify persons who would report specific agency goals to the project director.
- The project director wanted to define his own role and function.

Goals were prioritized, and each agency agreed to work toward the consensus. The goals were divided into two groups: program and data.

Program:

1. Orient each agency to the role and function of all the other agencies.

2. Encourage private sector representatives to participate in training programs.

3. Identify mutually served client groups and coordinate programs to serve them.

4. Define the role and function of the steering committee.

5. Define the role and function of the project director.

Data:

1. Encourage employers to complete and return the SITUS study survey (to be described below).

2. Develop and publish up-to-date labor demand, supply, and salary/wage data.

Description of the Participating Agencies

The County Coordinated Planning Project (CCPP) was composed of the administrators (with the exception of the Welfare Department) from six agencies that shared several common characteristics. All were charged with serving client/student populations in Imperial County. All were publicly funded agencies that received a major portion of their operating capital directly from either the federal or state government. All were designed to serve client/student populations in the general area of basic employment skill training or to provide supportive supplemental social service to a designated subpopulation. No CCPP representative had the freedom to act unilaterally in an autonomous fashion. Nevertheless, the CCPP agencies were also very different. Each was designed to serve an identifiably different client/student population. Each was to administer programs from a different funding source. Each was to provide a distinctly different program of services to client/student populations. They varied in the number of clients they served, the number of employees on staff, and the number of work sites maintained in the county. Figure 1 describes the interagency coordination activities that existed prior to September 1979.

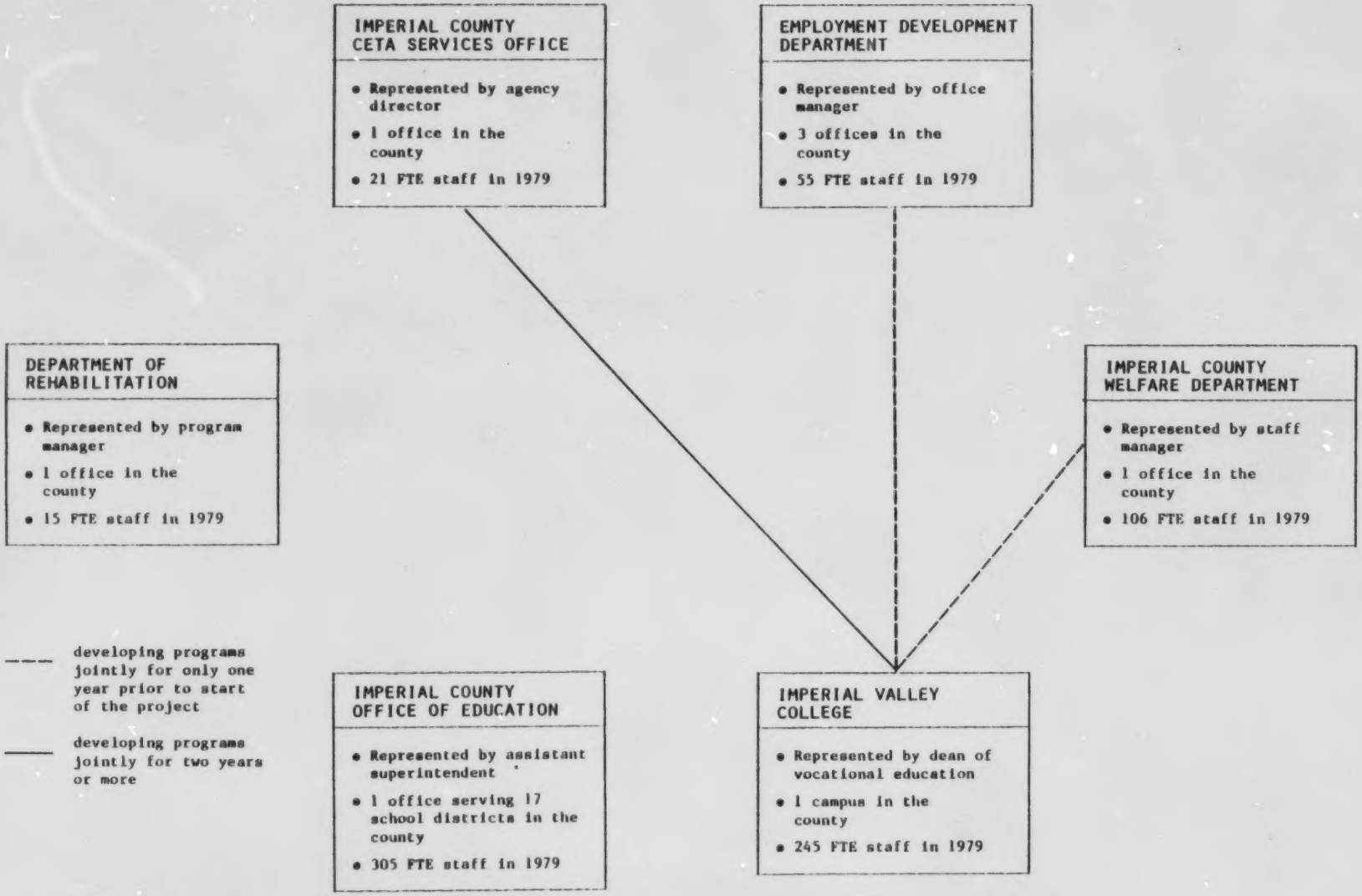
IMPERIAL COUNTY CETA SERVICES OFFICE
• Represented by agency director
• 1 office in the county
• 21 FTE staff in 1979
EMPLOYMENT DEVELOPMENT DEPARTMENT
• Represented by office manager
• 3 offices in the county
• 55 FTE staff in 1979
DEPARTMENT OF REHABILITATION
• Represented by program manager
• 1 office in the county
• 15 FTE staff in 1979
IMPERIAL COUNTY WELFARE DEPARTMENT
• Represented by staff manager
• 1 office in the county
• 106 FTE staff in 1979
developing programs jointly for only one year prior to start of the project
developing programs jointly for two years or more
IMPERIAL COUNTY OFFICE OF EDUCATION
• Represented by assistant superintendent
• 1 office serving 17 school districts in the county
• 305 FTE staff in 1979
IMPERIAL VALLEY COLLEGE
• Represented by dean of vocational education
• 1 campus in the county
• 245 FTE staff in 1979

Figure 1. Characteristics and prior working relationships among Imperial County agencies represented on the demonstration project steering committee.

CETA was designed to train unemployed and underemployed economically disadvantaged persons in job skill areas that would render them capable of maintaining unsubsidized employment. In 1979, the Imperial County CETA Prime Sponsor operated programs with a $13 million budget. The agency employed 11 professional and 10 nonprofessional personnel, who negotiated and monitored over 150 contracts with community-based organizations and other public agencies. The office prepared an annual plan, which served as the basis for the annual funding level received from the Department of Labor. Although experienced in drafting contracts with other agencies, CETA personnel reported that they had had limited exposure to interagency coordinated planning. They were used to contracting for service, but they did not plan with other agencies--the CETA office planned and other agencies provided.

The Department of Rehabilitation (DR) was established to provide services to vocationally handicapped and disabled persons so that they might gain full-time employment. In 1979, the DR office in Imperial County operated programs with a $1 million budget. The agency employed a staff of seven professional and eight nonprofessional persons. The program supervisor was not required to prepare an annual plan, but she did submit weekly, monthly, and quarterly reports on the numbers of clients served. The number of successful case completions was the basis by which funding to the local office was determined. Although DR had drafted some fee-for-service contracts and had maintained federal- and state-regulated interagency memoranda of understanding, personnel reported that they had little experience with interagency coordinated planning.

The Employment Development Department (EDD) was designed at the national level to provide employment services to employers and the public. In 1979, three EDD offices in Imperial County operated programs with a $2.5 million budget and processed unemployment insurance claims for $18 million. Fifty professional and 35 nonprofessional full-time-equivalent personnel were employed. Each year, the management staff prepared an annual plan that incorporated data from CETA, DR, and Welfare. Financial contract agreements and nonfinancial memoranda of understanding have been developed. Developing these agreements and the annual plan, which frequently involve the sharing

of personnel by two or more agencies, has rendered EDD representatives experienced interagency coordination planners.

The Imperial County Office of Education (ICOE) serves as a link between the California State Department of Education and the school districts of the county. It offers supportive services to school districts that are unable to provide these services independently. It administers the intent of state and federal law regarding education and youth. In 1979, ICOE operated programs with a $7 million budget, and although no annual planning report of programs was required, a complete accounting of fiscal records was reviewed and reported each year. ICOE employed 59 professional and 246 nonprofessional staff in nineteen program or service areas. Due to the nature of the agency, which interfaced with seventeen school districts on a regular basis in addition to IVC, CETA, DR, EDD, and Welfare, staff from this agency reported that they were experienced in coordinated planning.

Imperial Valley College (IVC) provides the first two years of postsecondary or occupational instruction to high school graduates and adults. In 1979, the college had a $13 million budget. It employed 120 professional and 125 nonprofessional personnel. Each year, the president of the college is required to submit an annual program plan to the Chancellor's Office in Sacramento. Every fifth year, the college is required to complete a five-year plan that covers all educational programs. Joint agency programs and interagency contract agreements between IVC and CETA, EDD, and Welfare had given college personnel experience with planning coordinated programs.

The Welfare Department provides financial assistance, social work services, and certifiction for health care and food stamp programs to eligible persons in the county. In 1979, Welfare operated programs with an annual budget of $14 million. The department employed 66 professional and 40 nonprofessional staff. Welfare jointly sponsored one program with IVC and another program with EDD. These experiences provided some exposure to the planning of coordinated programs. Each year, Welfare was required by federal law to submit an annual plan that outlined its services to clients.

Goals and Objectives

Description of Initial Objectives

The proposal submitted in 1979 listed two project goals: (1) to develop an effective method for collecting data so that duplication and unnecessary overhead could be minimized and (2) to develop annual coordinated plans for all agencies. As described above, these goals were further clarified, resulting in seven more specific goals. In November 1979, the project field representative from the State CETA Office asked the CCPP to specify observable objectives to be accomplished over a three-year period. Twenty-four objectives were drafted and submitted to the State CETA Office for consideration and were accepted as the project plan. These objectives were outlined as follows:

I. Collect data planning information to mimimize overhead and service duplication

A. Conduct agency needs assessments

1. Design a needs assessment instrument
2. Study ways agencies interface

B. Establish information networks

1. Develop a method to share interagency information
2. Create a labor market information system for Imperial County
3. Produce an employment training providers (ETP) services matrix
4. Relate occupational supply data to the labor market information
5. Create an ETP program matrix

II. Establish an annual coordinated planning process

A. Include the private sector

1. Develop inclusion mechanisms and design recruitment strategies

B. Produce a combined data form (CETA)

1. Integrate nonconfidential data
2. Integrate cross-eligibility system data

3. Establish a client referral practice
4. Identify clients who would be better served through interagency coordination

C. Develop a combined data form (non-CETA)

1. Integrate nonconfidential data
2. Integrate cross-eligibility system data
3. Establish a client referral practice
4. Identify clients who would be better served through interagency coordination

D. Promote interagency plans for coordination

1. Identify key persons
2. List agency interfacing strategies
3. Establish an ETP clearinghouse
4. Identify targets for cooperative planning
5. Increase cooperative use of facilities
6. Coordinate in-service workshops
7. Establish supportive groups--for example, a Guidance Advisory Committee
8. Access other information systems--for example, DIALOG and LAWS
9. Reduce gaps and duplication of services
10. Develop a cross-referral network with DR and other agencies
11. Establish a cooperative service delivery system
12. Develop an annual plan outline

E. Evaluation

1. Develop a format for reporting project activities

Description of the Activities Undertaken and the Materials, Written Agreements, and Other Products Produced

From the inception of the project, there was a critical need for Imperial County labor market information. Because the county did not have a population of 100,000 persons, and because it was not a Standard Metropolitan Statistical Area (SMSA), data about the county historically had been difficult to obtain. Many kinds of information were needed before a rational and coordinated decisionmaking process could be implemented. Data retrieved from CCPP agencies might be reformatted or displayed in such a way as to provide new insights about clients. Aggregating existing data could make

the data more meaningful. In essence, there was a need to have more information about Imperial County programs and conditions, and there was a need to translate seemingly unrelated statistical data into information that communicated client and agency needs.

Employment Training Program Matrix. During the first year of the project, the CCPP staff transcribed data and published information about each agency. Based on those data, they assessed the potential for interagency coordination in the county. Efforts to gather, collate, and analyze data began when the project staff developed a comprehensive listing of the training programs that were serving the Imperial Valley. An Employment Training Program Matrix was developed in October 1979. This program matrix identified programs of 19 training provider agencies in the county by Dictionary of Occupational Title (DOT) code number and the U.S. Office of Education (USOE) code number. (The USOE codes are used by public schools, and the DOT codes are used by other agencies.) The first program matrix indicated whether the program was designed to serve student or adult populations, and later revisions included other information. The matrix aided agency planners in cross-referencing the available programs and served as a stimulus for discussions on developing coordinated plans.

Over the next three years, the program matrix was modified four times. Its continued evolution during the life of the project was a testament to its value to CCPP members. The second program matrix (June 1980) expanded the list of training provider agencies to 23 and listed on-the-job training (OJT). This program matrix sparked a new interest in clarifying and further defining supply data. In August 1981, a subcommittee was formed to develop a comprehensive definition of each training program goal so that program data could be better coordinated. The subcommittee also recommended identifying program trainees as either "completers" (those persons who completed the full intent of the course of study and gained minimal skill proficiency to gain employment) or "leavers" (those persons who left the program prematurely). Using these classifications for reporting numbers of students per program, an expanded matrix was published in May 1982. The last matrix listed every occupational program and included the corresponding Industry Occupations Matrix (IOM) line number, an estimate of the number of annual

employment openings for both Imperial County and the Southern California region, and USOE and DOT codes. In this way, program supply and demand data could be compared. Counts for trainees in each program included (1) whether they were secondary or postsecondary students, (2) the rate at which persons terminated the program early or completed with entry-level job skills, (3) the total number of persons who attended a course or a program, and (4) an estimate of the number who had received on-the-job training.

In three years, the program matrix evolved from a one-page chart to a multi-page listing of all occupational programs. This evolution is indicative of the amount of sophisticated information that local program planners found necessary to make rational decisions. The changes in the format and the array of data and information that have been added directly relate to the credibility the coordinated planning concept has received. The CCPP has been well received because its products have presented data in a straightforward and useful fashion.

CCPP Resource Book. To facilitate the development of a comprehensive view of all programs and services in the county, the CCPP staff worked hard to create a CCPP Resource Book, which was later modified to become the Employment Training Providers Resource Book. The goal of the book was to present information about existing agency resources and to establish a referral network among employment, training, and supportive service providers. The steering committee began efforts to develop this book as part of an attempt by the Welfare Department to satisfy one of its annual program requirements, which is to produce an updated resource book of county social services agencies. In December 1979, each CCPP member submitted a descriptive narrative to Welfare. Unfortunately, Welfare withdrew from the demonstration project in May 1980 without printing an update to its resource book. Therefore, the CCPP printed and distributed its own resource book, which contained narrative descriptions of all participating agencies.

Employment Training Providers Resource Book. In the April meeting of the Employment Training Providers Advisory Committee (ETPAC), a project subcommittee composed of employment training provider agency administrators, a consensus was expressed that the resource book should include descriptions

of all the employment training provider agencies in the county. (The ETPAC was designed to give the CCPP input from employment and training provider agencies that were not represented on the CCPP committee.) The CCPP concurred with the ETPAC recommendation. Consequently, staff initiated efforts to develop the text, and a 225-page manual describing 22 agencies was published in April 1981. Each local training agency was described in terms of its purposes, goals, objectives, activities, planning authorities, planning overview, and historical trends. Also included in the text were narratives identifying each service program by agency name, address, program name, contact person, service objective, service descriptions, and eligibility criteria.

Five hundred copies of the ETC Resource Book were distributed; many groups and agencies benefited from the information. In part because of the availability of the resource book, interagency referral services increased and the structure to begin a coordinated planning network began. The resource book was updated twice during the following year. New agencies were added, and narratives of existing programs or services were modified to improve accuracy and clarity. Copies of the book disappeared quickly, which attested to the demand for the information.

The last modification of the ETP Resource Book was printed in March 1982. It defined each program more thoroughly, a task which had been made easier by the constant interagency communications that had been established with the drafting of the two previous editions. The final touch was added when information contained in the ETP Resource Book was cross-indexed to the ETP Services Matrix, which will be explained later. The ETP Resource Book later became the basis for a referral system among 31 agencies.

Acronyms. The most basic requirement for any communication between parties is to thoroughly understand all terms that are used. Each of the CCPP steering committee agencies had its own jargon. Project staff suggested and the CCPP concurred that a list of the acronyms most often used be developed to assist in the orientation of new members on the committee. Each of the six agencies contributed a list of its acronyms, usually a list of its most often misundertood terms. It looked like alphabet soup! From

among these, the CCPP then agreed to select the 25 terms or acronyms used most often. This list of selected acronyms was published, with each acronym defined separately. Because agency representatives began to understand terms being used by others, the list played an integral role in breaking down some of the barriers that had impeded planning efforts.

Occupations local employers most need. Although it was important to identify the training programs that existing in the county, as the programs matrix and the ETP Resource Book had, it was not enough. Merely knowing which programs were offered in the county was of little use out of context. It was equally important to identify the training programs that were most needed. Which occupational training areas would yield a job after completion? Which occupations were most in demand by employers in Imperial County? Answers to these and other queries were needed to facilitate internal planning. In March 1980, the first edition of the Occupations Most in Demand in Imperial County was published. Using demand statistics supplied by the state EDD office, the CCPP listed 15 occupational groups that had average annual openings of 15 or more in Imperial County. Each occupation was identified by its DOT and USOE codes.

PERK. In January 1981, the CCPP published the Planners Employment Resource Key (PERK). PERK was an employment training manual designed to facilitate comparison of the collected data from 15 occupational classification systems. Using PERK, each agency could determine the basic skill level, length of training time for skill acquisition, the special work setting requirements, and the minimal physical demand requirements for the 28 occupations identified as most in demand in Imperial County. PERK also attempted to educate each of the employment training provider agencies concerning the occupational classification system, which could assist them to plan training programs. Each occupation was listed by DOT and USOE code; General Education Development scales; Standard Vocational Preparation, an estimate of the time required for training; the Standard Occupational Classifiction (SOC) code number; needed personality characteristics; Realistic, Investigative, Artistic, Social, Enterprising, and Conventional (RIASEC) classification, and the demand data contained in the Industry Occupations Matrix (IOM) by line number. The text accompanying PERK described each

classification system and demonstrated by application how each of the 15 systems could be used by the training agencies.

Although PERK was very well received (500 copies were distributed), it only served to stimulate the agencies' appetites for more definite information.

Regional occupations most in demand. A revised and updated list of the Occupations Most in Demand in Imperial County was distributed in May 1981. Simultaneously, a regional listing of occupations most in demand was developed. The regional listing incorporated demand information from San Diego, Riverside, Orange, and Los Angeles counties. Both occupational demand lists were updated in January 1982. The regional labor market demand data were put into PERK format for the 15 occupations most in demand.

Annual planning information. Local attempts to cooperatively plan were greatly forwarded when the Annual Planning Information Outline was published and cataloged in the project office in July 1980. The outline was a comprehensive listing of the information that was required by all CCPP agencies to produce an annual or quarterly plan. It included general descriptors, demographics, occupational demand sources, occupational supply sources, job placement resources, coordinated service delivery linkages, and supportive service programs in all agencies of the county.

Combined intake-application-referral form. During the first year, one of the most time-consuming and often frustrating efforts was an attempt to develop a combined intake-application-referral form. Nine subcommittee meetings encountered more obstacles than had been expected. In the end, the subcommittee concluded that a joint form to be used by all the agencies would require more--not less--paperwork in each agency. Therefore, no common intake, application, or referral form was developed, although the meetings of the subcommittee served to enhance all agencies' knowledge about other agencies.

Services matrix. When efforts to develop a combined intake-application-referral form were abandoned, project staff decided to develop a services

matrix instead to facilitate interagency referrals. Originally published in April 1981 and revised in November of that year, the ETP Services Matrix later became an integral part of the ETP Resource Book. The services matrix listed 33 categories of services that were provided in the county (e.g., adult education, employment counseling, financial support) and indicated which services were provided by which employment training povider agencies. The prime asset of the services matrix was that it represented all county services on one page and served as a handy information and refrral tool to support the narratives in the ETP Resource Book.

SITUS survey. The original project objective, which was to collect and disseminate local labor market information, resulted in the SITUS survey. The survey was to be conducted for Imperial County with the technical assistance of the Employment Data and Research (ED&R) division of EDD. CCPP staff met with ED&R staff the second day of the project in September 1979. The SITUS survey was to identify all employment in the county by Standard Industrial Classification (SIC) code, census tract, and address. ED&R staff promised to develop a comprehensive listing of all employers in the county by census tract, zip code, work site, and SIC code. Then, under their guidance and using their survey form, the project staff were to conduct the survey to determine the number of employees at each work site.

The CCPP wanted to create a listing of entry-level occupations needed for Imperial County and further to identify the corresponding career ladders for each major industry. They hoped that this information would facilitate their development of a comprehensive training program plan for the occupations most demanded by local employers. Unfortunately, discussions regarding the study were plagued by misunderstandings and conflicting expectations. The CCPP wanted occupational information for Imperial County. In contrast, ED&R was more interested in information about Imperial County employers, which, they explained, would provide more accurate information about occupations. The different expectations for the SITUS survey were the result of misunderstandings concerning the nature of the information desired by each of the parties. More specifically, these different expectations were the result of poor communications between the CCPP and ED&R. Words that were used were not defined clearly (e.g., in context or in terms of

their intended applications), so that what was intended by one party could mean something entirely different to the other party. As an example, the term "labor market information" was used by ED&R staff to refer to changing trends in the characteristics of Imperial County employers, whereas to CCPP members, the same term meant information about occupational opportunities in the county. These kinds of difficulties resulted in a high level of frustration. The CCPP steering committee grew suspicious when project staff could only report ED&R assurances that the data would be useful. The urgency for local occupational information was increased when committee members thought that the SITUS study would not provide information about occupations for the county. These frustrations were compounded when project staff reported that work on the survey was going slowly because of ED&R staff reassignments. Project staff were further frustrated when, shortly after results from the one-page questionnaire were collected, ED&R staff announced that their work on the SITUS study was completed. No occupational data had been collected, and how the data on employer characteristics that were collected were to be used was a matter left entirely to the project staff and the CCPP. For this reason, project staff did not publish any results from the SITUS study until December 1980, five months after ED&R staff had announced that the survey was completed and ready for use by the CCPP!

Employer locator file. The Imperial County Employer Locator File was a subsequent document using the same data base as the SITUS survey. CCPP staff, using SITUS information and the project's microcomputer, produced a master listing of the Imperial County employers. Each employer was classified by industrial grouping, company name, and address in the same way information about employers had been published following the SITUS survey. Imperial Valley College (IVC) printed the document for use by its staff as a curriculum planning document. A complimentary copy of the publication was given to each employment training agency. The publication was very useful to occuptional counselors who were attempting to assist persons seeking career guidance or information about local employment. IVC printed 100 copies; all were distributed.

Employer telephone survey. Project staff have sought from the outset to update and refine employment training information. Consequently, CCPP staff designed and implemented a telephone survey of all local empoyers, divided by industrial classification. The employers were queried as to their methods of employment recruitment, selection, training, and promotion. They were also asked which general occuptional skills they found they most needed. Responses yielded a more current estimate of employment demand and produced a listing of general skills Imperial County employers find most desirable in their employees.

Rural Economic Institute agriculture occupation study. Because agriculture is the predominant industry of the county, and because the CCPP was interested in obtaining employment training information, negotiations were entered into with a well-known firm with experience in conducting agricultural surveys: the Rural Economics Institute (REI) of Davis, California. REI was to conduct a study of the agricultural occupations in Imperial Valley. The SITUS survey had failed to produce any relevant occupational information. REI worked with CCPP staff to conduct a survey of agricultural employers by personal interview. These employers employed an estimated 15,000 workers, which was one-third of the work force in the county. Respondents were asked to describe their businesses (types of crops, numbers of employees, occupations employed, etc.). There were many useful products from the survey. One was a list of recruitment methods that were common to all local farmers. Another was a listing of employees in demand by job title. A third was a listing of the types of training most needed. The Imperial County Agricultural Occupation Study was published in September 1981. It was well received by both public training agencies and the private employers. Cooperative plans between public employment training agencies and private employers to put unskilled unemployed clients to work as skilled employees in areas of employer demand have been a promising result.

Memoranda of understanding. Five memoranda of understanding (MOU) or memoranda of agreement (MOA) have been drafted between CCPP agencies since the project was initiated.

1. EDD and IVC: An agreement to share program and services resources.

2. EDD and Imperial Valley Regional Occupational Program: An agreement to share reponsibilities to enable employers to receive a Targeted Job Tax Credit for students in a training program.

3. CETA and DR: An agreement to identify and process handicapped clients through both agencies without duplicating services.

4. DR and ICOE: An agreement to provide referral to DR of all secondary students eligible for DR services to utilize existing resources more efficiently.

5. Work Training Center and DR: An agreement to exchange standard vocational assessment information so as to avoid duplication of effort between the agencies.

MOA guide. In October 1981, the CCPP published a Guide to Preparing and Implementing a Memorandum of Agreement. This guide was in response to many requests from CCPP and ETP Clearinghouse agency representatives as to how to go about formalizing a cooperative effort with an MOA. The guide featured a seven-step process to develop an MOA; it also presented five sample formats.

ETP Clearinghouse MOA. In a little less than two-and-a-half years, the original CCPP group of six steering committee agencies had led to the formation of a separate 31-member agency consortium. This consortium of all the employment and training providers was developed for the purpose of designing a master plan of employment and training programs that would minimize overhead, avoid duplication, and provide programs as needed. Undoubtedly, the high point of the CCPP experience was when a memorandum of agreement between the 31 agencies of the Employment Training Provider Clearinghouse was signed. The ETP Clearinghouse MOA (January 1982) specified that the agencies would gather and share labor market information cooperatively, develop interagency linkage agreements whenever and wherever possible, identify funding sources to maintain and improve programs and services, and develop an integrated plan for the delivery of Imperial County employment training provider programs.

Economic development. In January 1982, CCPP steering committee members and the ETP Clearinghouse, which was composed of all 31 employment training provider agencies in the county, asked project staff to actively participate in economic development activities that were beginning to develop in the county. CCPP staff attended several meetings of local economic development specialists who joined with the CCPP and ETP Clearinghouse member agencies to develop a coordinated plan to recruit new employers to locate in the county. The project staff formulated descriptive information about the programs and services ETP Clearinghouse agencies provide and a narrative on other programs and services that could be provided if needed. A county-sponsored brochure describing local industry and businesses was developed. These brochures and narratives were sent to mid-sized businesses throughout the United States and Mexico.

Figure 2 presents a timeline of major demonstration project activities and events from 1979 through the middle of 1982. The CCPP met 53 times, an average of more than one meeting per month, and various subcommittees and the ETA Clearinghouse accounted for many additional meetings.

How Project Objectives and Activities Evolved over the Life of This Cooperative Planning Experience

During the three years of the demonstration experience, project aims and activities changed in response to new insights and changing agency priorities. Many of the objectives that were set in 1979 were no longer appropriate when budget cuts threatened to curtail the operations of various agencies.

The resource book was revised three times. The first draft provided information about the purposes, goals, and objectives of each of the CCPP agencies. Because even this limited version was found to be useful, it was expanded in its second draft to include all the employment, training, and supportive service agencies in the county. In its third and final draft, the book included a single-page services matrix that identified the services

	1979	1980	1981	1982
JANUARY		● Propose comprehensive resource book ▲ Develop information exchange network to share resources ■ Agency needs assessment workshops	■ Set up exchange network *SITUS Survey Report*	△ Economic Development Subcommittee formed □ MOA: EDD & IVROP *Labor Market Demand Survey (2nd ed.)* ■ Survey of employers
FEBRUARY		■ Revised CCPP plan formalized ■ Distribute Project Bridge assessment tool ■ Decide to include private sector	■ Appear before Imperial County Board of Supervisors ■ Vote to pursue 3rd year funding ■ Establish date for 1st ETP Clearinghouse meeting ■ Reviewed 3rd year proposal ■ Assist in ROP application In-service workshop of IVC staff describing information resources	▽ Economic development--Develop brochures for attracting industry
MARCH	Request for proposals issued	■ 3 private sector representatives become nonvoting members ■ Project Bridge planning model distributed *Occupations Most in Demand in Imperial County*	■ Protest SITUS survey contract	■ Project case study ▽ Economic Development Subcommittee
APRIL	■ Initial meeting	■ Welfare resigns ■ *CCPP Resource Book*	■ Prepare for 1st ETP Clearinghouse meeting △ Initial meeting of the ETP Clearinghouse ■ REI in-service presentation ■ *Employment Training Providers Book (1st ed.)*	△ *ETP Resource Book and Program Matrix (2nd ed.)* ■ *Survey of Employers*
MAY	■ Original goals formulated	■▲● *Lists of Acronyms* ■ *ETP Program Matrix (1st ed.)* *Labor Market Demand Survey* ■ Draft 2nd year proposal Project staff directed to serve as Clearinghouse staff	△ *Occupations Most in Demand in Imperial County (2nd ed.)*	■ Final meeting, staff dissolved *ETP Program Matrix (3rd ed.)* ▽ Economic Development Subcommittee
JUNE		■ *Occupations Most in Demand in Imperial County* ■ *Annual Plan Outline* ■ State CETA visit	■ Lists of ways to avoid duplication ■ *ETP Program Matrix (2nd ed.)*	
JULY	■ Funding	■ 1980-81 project subgrant accepted □ CCPP-Combined Referral/Application (CCRA) Subcommittee ■ Occupational information workshops □ MOU: DR & ICOE	△ Develop ETP Clearinghouse MOU ■ *Resource Book Update* □ MOU: WIC & DR	△ *Survey of Employers*
AUGUST		□ CCRA ■ Handicapped information workshops	■ *REI Agricultural Study (draft)* ■ Approve 3rd year modified budget	
SEPTEMBER	■ Project begins SITUS survey negotiated	□ CCRA □ MOU: CETA & DR ■ Needs assessment	■ *REI Agricultural Study* □ MOU: EDD & IVC ■ Approve further modified 3rd year budget	
OCTOBER	■ Goals prioritized ■ Subgrant cleared	■ Comprehensive ETP Clearinghouse forum concept developed □ CCRA	□ Program Matrix △ *ETP Clearinghouse MOA* ■ *MOA Guide*	
NOVEMBER	■ Project objectives specified	■ New project chair selected	■ *ETP Services Matrix (2nd ed.)* □ Program Matrix in revised format DIALOG and LAWS hook-up	
DECEMBER	CCPP members begin tour of each other's facilities CCPP narratives added to Welfare's resource book	□ CCRA *PERK* ■ Solicit Board of Supervisors' support	■ *Resource Book*	

EXPLANATION OF SYMBOLS:

■ County Cooperative Planning Project (CCPP) Meeting
□ CCPP Subcommittee Meeting
▲ Employment Training Providers Advisory Committee Meeting
● Guidance Advisory Committee Meeting
△ Employment Training Providers (ETP) Clearinghouse Meeting
▽ ETP Clearinghouse Subcommittee Meeting

Figure 2. Timeline of major activities and events on the Imperial County demonstration project.

provided by all school, public service, or community-based organizations in the county. The matrix facilitated comparisons among programs and services that were provided by delineating on a single page all areas of duplication.

The program matrix was also revised several times to increase its usefulness for coopertive planning. The final version was created by a subcommittee composed of public agencies, schools, and community-based organizations. The subcommittee was careful to include both supply and demand data about each occupational program. In this way, the program matrix had changed from a single-page listing of program data items to a planning tool that could be used in designing a master plan for all employment and training program areas in Imperial County.

Occupations Most in Demand in Imperial County, which was initially an extrapolation of ED&R projections concerning specific occupational clusters, was later based on analyses of data entries from 15 occupational information systems. It is of interest to note that, of the 15 occupations found to be most in demand in Imperial County, training was provided in the county for only four of them prior to the establishment of the CCPP. (Since the establishment of the CCPP, 11 new employment training programs have been developed for these occupational areas and are available locally.) Of these 15 occupations, 14 are also most in demand in the Southern California region. Thus, an individual trained for one of these occupations in Imperial County is able to seek employment in a much wider area.

Another example of how products from the project have changed over the demonstration period is the SITUS survey. Initially, ED&R staff had led CCPP steering committee representatives to believe that the survey was going to produce several kinds of information (i.e., estimated numbers of employers by job title and projected numbers of openings per year by job title). It did not, however, and when the survey was complete, there was little immediate application of the results. Instead, an unanticipated application of the SITUS survey information was discovered: It could be used as a curriculum planning tool. SITUS indicated, through the use of inferential statistics for converting total employment in industries into occupational groups, where occupational groups were concentrated by census tract and industrial

classification. In this way, the Employer Locator File was born. The Employer Locator File explained how a person might determine if an occupation was likely to be found in a given area of the county. Using other graphs and charts that were developed by the project, it was possible to determine if the occupation was in demand in other areas as well. With this information, program planners had a more complete basis on which to make decisions, career counselors had objective data to share with their clients regarding the probability of employment by census tract, and placement staff had a listing of employers who would most probably employ clients with specific job skills.

The nonfinancial interagency agreements also continued to change over the span of the project. Initially, an MOA was written in vague and general terms and served primarily as a symbol of interagency agreement. At present, the MOA presents a concrete seven-step process for drafting and implementing specific objectives between two or more agencies.

Other ideas that were altered over time included how the Guidance Advisory Committee (GAC) and the Employment Training Provider Advisory Committee (ETPAC) should work with the CCPP. From the outset, the GAC was eager to assist efforts toward interagency coordination. The ETPAC was less interested in being a subcommittee than in having its members become voting members of the CCPP. The result was the development of the Employment Training Providers Clearinghouse, where program providers and supportive services agencies now meet as equals in an open forum.

The last and perhaps most important change in the CCPP over the last three years has concerned the expansion of the planning group to include the private sector. The idea of involving persons from the private sector was presented in the request for proposals for the demonstration program. Members of the CCPP were interested in involving private employers but were at a loss as to how to do it. Members of the CCPP nominated private business operators, selected among them, and asked the selected employers to attend the CCPP meetings. In the beginning, the private sector representatives were included as nonvoting participant-observers. Their interest waned, however, since they had neither a clearly defined role to play nor a vote.

When the composition of the CCPP committee changed, with the withdrawal of the Welfare Department and the resignation of the chair, one of the original voting committee members became the chair and the private sector was awarded full voting privileges. The private sector representatives had become trusted committee members who had earned the right to vote.

Description of the Roles Played by the Agencies and Their Representatives on the Project

All the individuals that have been involved in the establishment of the CCPP have made a positive contribution to the project. The early withdrawal of the Welfare Department representative forced the remaining agencies to take a long look at where the project was likely to go. The withdrawal of the Holtville vocational director as the chairperson also provided the CCPP with an opportunity to reassess project goals, activities, accomplishments, and shortcomings. In each instance, the consensus of the remaining parties was that the basic concept was valid; coordinating programs at the local level was a good idea.

The leadership of the representatives from EDD and ICOE was at all times a positive contribution. The creativity of the DR representative (and later chair), the proficient analytical skills of the community college representative, and the loyalty of the representative from the private sector have been a good mix. As the project has developed over time, the level of trust among members of the steering committee has markedly increased. Although it is fair to say that there is a great disparity of opinions, it is also fair to say that there has at all times been a spirit of cooperation and a substantial degree of interpersonal tolerance. This has greatly facilitated interactions among CCPP members and project staff.

Institutionalization

Approaches Used to Institutionalize Cooperative Planning and Interagency Coordination in the County after the End of the Demonstration Project

Approaches to institutionalizing interagency coordination were begun well before the end of the project. Due to a limited budget for production of printed material and a large demand for these materials from participating agencies, several efforts were made to encourage steering committee members to share in production responsibilities. The Employer Locator File was printed by IVC. The Occupations Most in Demand in Imperial County and the companion volume for the region were printed by CETA. The minutes and other materials associated with ETP Clearinghouse meetings were printed by EDD. The guide to developing MOAs was reproduced by the Work Training Center, a community-based organization, and the MOA for the establishment of the ETP Clearinghouse was produced by the Imperial County administrative office. The first programs matrix and newsletter articles about the CCPP were produced by Services Employment Redevelopment (SER), another community-based organization. Thus, it was agreed early on that the cost for items that were printed and distributed to all agencies would be borne by all agencies voluntarily.

Perhaps the most overt efforts to institutionalize cooperative strategies involved the development of specific memoranda of agreement between two or more agencies. These MOAs are critical because they formally establish an operational/procedural agreement between two or more agencies. Although these agreements are not financial, they are considered binding. To draft these memoranda, the following process was enacted:

1. The agencies concerned met to explore the possibilities for coordination, with CCPP acting as a nonpartisan third party.

2. A feasibility study was then conducted, and agency contacts were identified. A rough draft of the agreement was prepared and circulated.

3. After all revisions were made, the final draft was signed and disseminated to all participants.

4. Arrangements were made to have all the principal parties meet on a regular basis to discuss the progress and effects of the MOA.

The most important MOA that was developed was the MOA to create the ETP Clearinghouse. This MOA served as a nonfinancial agreement on the terms for agency participation. It delineated the purpose, goals, and objectives of the ETP Clearinghouse so that all participating agencies would understand the nature of their commitment.

The development of the last version of the programs matrix was an effort to begin a process for institutionalizing comprehensive program planning. This matrix combined local and regional occupational demand and supply data. The purpose of the matrix was to develop a basis for an employment training program master plan and for economic development efforts in the county. The matrix can be updated at quarterly ETP Clearinghouse meetings by requesting prior to the meeting that each provider bring the required information about his or her agency to the meeting.

The ETP Clearinghouse will continue in the future without outside funding. It has already agreed on the site and the sponsor for each meeting through the end of 1982. A different participating agency will host each meeting, although each will follow the same format for developing meeting minutes, agendas, agenda summaries, notification of the meeting, and so on to ensure consistency.

Aspects of the Project and Long-Term Effects Likely to Continue without State Funding

It is likely, based on the preceding description, that the ETP Clearinghouse will continue to meet in the future and that every effort will be made to maintain existing networks for sharing information. It is also likely that joint agency planning will continue in the years ahead, since all agencies realize that coordinating programs and services with other agencies in the county is cost effective. One area in which the ETP Clearinghouse can be expected to continue to coordinate efforts will be that of economic development, as the only real solution to the unemployment problem in Imperial County is to create a situation where there are enough jobs. In essence, the intent of the project will continue well beyond the time when direct funding ceases from the state CETA Office.

Figure 3 presents the relationships among project goals and outcomes for the community. Some of the long-term effects that participating agencies might expect from continued cooperation are the following:

1. Annual revision of the programs matrix, the services matrix, and the resource book with the cost for production being shared equally on a voluntary basis by all participating agencies;

2. These data being used as the basis to revise the annual comprehensive master plan of all employment training provider programs;

3. Development of a closer relationship between economic development and employment training efforts; and

4. Develoment of additional cooperative agreements, joint funding arrangements, and joint case study strategies to provide better services with fewer budget dollars (e.g., through the establishment of a joint administrative review committee to save on program overhead).

Analysis and Recommendations

What Could Have Been Done Differently to Improve Results?

Although it may be inappropriate for a person who knows nothing of another situation to speculate on what might be an appropriate strategy to initiate coordinated planning efforts, there are some general suggestions that would apply to almost all efforts to coordinate interagency programs or services. These general suggestions may be helpful if they are modified to fit what is actually needed by another project. After all, the one thing that can be depended upon is that all things are never equal! There may be many similarities between two coordination efforts, but there will never be an exact duplication.

Some basic guidelines to be followed are facetiously presented as Rules 1, 2, and 3 below. In a more serious vein, there should be an effort to avoid meeting too frequently to attempt coordination. When this happens, the meetings will eventually become more important than the coordination.

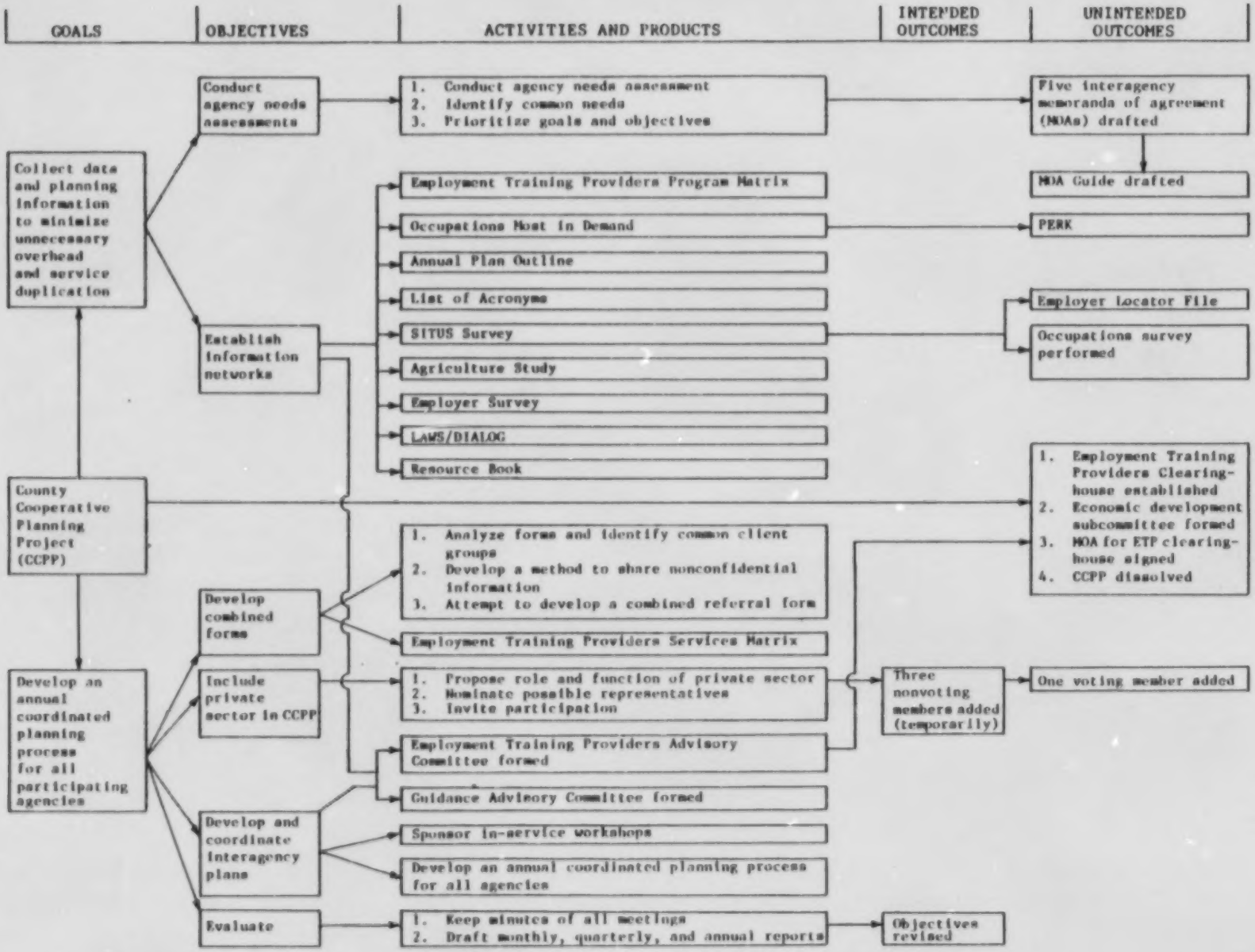
GOALS
OBJECTIVES
ACTIVITIES AND PRODUCTS
INTENDED OUTCOMES
UNINTENDED OUTCOMES
Collect data and planning information to minimize unnecessary overhead and service duplication
Conduct agency needs assessments
Establish information networks
County Cooperative Planning Project (CCPP)
Develop an annual coordinated planning process for all participating agencies
Develop combined forms
Include private sector in CCPP
Develop and coordinate interagency plans
Evaluate
1. Conduct agency needs assessment
2. Identify common needs
3. Prioritize goals and objectives
Employment Training Providers Program Matrix
Occupations Most in Demand
Annual Plan Outline
List of Acronyms
SITUS Survey
Agriculture Study
Employer Survey
LAWS/DIALOG
Resource Book
1. Analyze forms and identify common client groups
2. Develop a method to share nonconfidential information
3. Attempt to develop a combined referral form
Employment Training Providers Services Matrix
1. Propose role and function of private sector
2. Nominate possible representatives
3. Invite participation
Employment Training Providers Advisory Committee formed
Guidance Advisory Committee formed
Sponsor in-service workshops
Develop an annual coordinated planning process for all agencies
1. Keep minutes of all meetings
2. Draft monthly, quarterly, and annual reports
Five interagency memoranda of agreement (MOAs) drafted
MOA Guide drafted
PERK
Employer Locator File
Occupations survey performed
1. Employment Training Providers Clearinghouse established
2. Economic development subcommittee formed
3. MOA for ETP clearinghouse signed
4. CCPP dissolved
Three nonvoting members added (temporarily)
One voting member added
Objectives revised

Figure 3. Relationships among goals and outcomes on the Imperial County demonstration project.

Rule 1: Carefully consider the advice of persons who profess to have had a successful experience with efforts to develop coordinated agency plans.

The truth is that there are no such creatures; there are only those of us who have survived, for whatever reasons, this trial by ordeal. If we had a crystal ball and the knowledge provided by the past three years, what would we do differently?

Dissemination Information

1. Place more emphasis on helping participants learn the basic purposes, goals, objectives, programs, services, and activities of all agencies, stressing the basic contribution each was designed to make.

Exchange Information

2. Facilitate the development of an interagency communications network using interagency site visits, newsletters, resource book narratives, outstationing of personnel on an exchange basis in other agencies, and so on.

Be Responsive to Needs

3. Produce tangible products and responses to immediate requests from participants as soon as possible, and stress coordinated planning as a vehicle that can be responsive to agency and client needs.

Frame Expectations

4. Set out to define the rewards each agency should expect to gain (i.e., how high can we jump?).

Define Roles

5. Have the steering committee clearly define its role at the outset (e.g., working group vs. policy board). Strongly encourage that decisions be reached through a rational and democratic process so that decisions make sense and consensus can be achieved.

Understand Contracts

6. When contracting for services with an outside agency, make sure that all contractual terms are well defined and that expectations for services to be provided are interpreted in the same way by all parties before a decision is reached to enter into an agreement.

Group Cohesion

7. At the outset, keep the planning group reasonably small in size, and work to prevent staff changes. It is important that a common sense of purpose and mutual trust be developed before more extensive activities are attempted.

Although no person outside your group has the right to feel that they understand the dynamics of your local planning effort, there are a few general problem areas that it might be good to be advised about before entering into a coordination effort.

Equal representation. It is important that the decisionmaking body be composed of persons holding comparable positions in each of the agencies. If job titles are not comparable, the annual salaries of agency representatives are also not likely to be at the same levels. In salary negotiations, administrators in the field of public education often compare their salaries to the salaries of persons with the same job title in other areas. If a person receives the same pay, then he or she is considered to be a peer. If, on the other hand, a person receives a lower salary than another person with the same job title, there is disparity. The point is that each representative's position and salary affect the quality of communication with other representatives.

Persons who represent each agency on an interagency planning group should (as much as possible) be at the same level (directors and office supervisors together, agency staff members together, and so on). During the first year of the CCPP in Imperial County, the issue of equal representation by position was raised. Although the Welfare director was to be the official representative of that department, as described in the RFP, she did not attend any CCPP meetings. The Welfare representative was instead a staff member in the department, and the director never appeared at a CCPP meeting until that agency formally withdrew from the project. In every other instance, the steering committee representative either possessed a comparable job title in terms of programmatic responsibility or earned a matching salary. A staff person does actively participate on the ETP Clearinghouse, but the composition of that group is not restricted to the top managers of agencies.

Tips to Employment and Training Providers in Other Counties on How, and How Not, to Proceed with Local Cooperative Planning

Seed monies to initiate cooperative planning at the local level have, in past years, been more available. These monies have been provided by various funding sources to study the feasibility of various approaches to coordinating services. Although outside funding was very useful, it was not by any means a requirement. A planning project can be initiated with little or no additional funding or resources. Several other California counties—Kern, Orange, Riverside, Sacramento, and San Bernardino--have conducted similar coordinated planning projects with little or no external sources of funding. In every instance, these coordinated efforts seem to have followed a similar developmental pattern.

Focus on an area of coordination. In Imperial County, the project was designed to coordinate efforts to improve local employment and training services. To coordinate efforts requires first that a well-defined purpose be delineated. In each of the counties named above, other but similar issues were the catalyst. These topical areas ranged from combined intake forms to welfare reform. One even tried to establish a computer-assisted information search process that aggregated client data from five public agencies. Although the purpose to coordinate has in each instance been different, the first step to organize the process have remained the same: focus on a single purpose or area of coordination.

Start small. In Imperial County, generating and maintaining enthusiasm for the coordination effort was enhanced by the small size of the group that initially was involved. Although it is important to ensure that the project will have a broad base, it is equally important to try to restrict the size of the decisionmaking group in the early stage of the coordination attempt. A smaller group is more likely to establish a level of trust that is conducive to a favorable and productive working relationship. In essence, group members will be more inclined to hold each other accountable.

Start with volunteers. Some members of any planning group are going to be more reticent than others to get involved. Even though coordinating the programs and services of an agency with another agency makes more sense, especially in these days of declining budgets, persons in decisionmaking positions in each agency may have enough to think about without getting involved in some outside activity. Interagency coordination attempts undertaken in an atmosphere like this often will have to respond to the question "Who needs another problem?" Despite this fact, however, it is also reasonable to expect that there will be some agency representatives who will react positively to the prospect of organizing an interagency planning group. It is best to begin work with those persons who are positively inclined to the effort and volunteer to participate. It is also wise to try to give those with reservations a reason to be encouraged (that the coordination effort will accomplish something they want, for example) so that they might choose to participate at a later time.

Build a sense of common purpose. One way to encourage all agencies and representatives to begin constructive efforts is to try to exchange pertinent information about each agency. It is difficult to coordinate programs and services with another agency when administrative and line staff have little or no knowledge of the programs or services other agencies offer. It is important to pull together what you know about the other agencies concerning which programs and services they offer, who their clients typically are, how many clients they serve, how the programs and services in the agencies are similar to or different from each other, and how the agency plans.

Information about existing programs. Without information exchange, few cooperative efforts are ever possible. Nearly everyone recognizes this fact. The problem more frequently is to decide which information should be shared. Even if steering committee members do nothing more than exchange information, the potential for coordination will have been greatly increased. Each agency will better know how to join with other agencies in providing services to the community. The exchange of information will clarify how the special needs of certain client populations are being served and, although it does not guarantee coordination between agencies, it can be a useful first step in that direction. The CCPP in Imperial County has employed

several strategies that might be adapted for use in other counties: the program matrix, services matrix, and resource books. Each of these products has assisted the information exchange process, but whichever approach is taken, what is needed is a method by which information about one agency can be shared with persons who can use this information in other agencies.

Perhaps the best way to begin sharing information is to clarify the purpose for exchanging information. In the CCPP, each agency completed the following procedure as part of a needs assessment involving both staff and administrative persons in the agencies.

A. Identify five benefits of coordination.

B. Identify five obstacles to accomplishing coordinated efforts.

C. Develop strategies to circumvent each obstacle. If the obstacle cannot be removed at the local level, then eliminate it as an area of focus.

D. Establish a list of objectives to realize the potential benefits of coordination.

Staff from each participating agency identified agency needs and possible strategies to overcome obstacles and then developed their objectives. The decisionmakers of the agency met jointly with the CCPP to assess CCPP needs based on the objectives. When a need was common to more than one agency, a joint agency CCPP objective was drafted. Regardless of how miniscule or insignificant a CCPP objective might have seemed on the surface, staff felt it was important that each participating agency see how their agency worked for a common goal with another agency. At this point, it may be more important to stress the product rather than the process.

Expanding membership. After some coordinated efforts have been successfully received and the coordinated planning group has developed some confidence in their ability to effect change, the group will want to expand. This expansion will allow the coordinating group to increase the scope of its activities and to include interests of other agencies. The decision-making body may find that it needs the support or active participation of one or more outside groups. When this point is reached, it can be helpful

to ask prospective newcomers to become involved as experts. Call upon them to share a special skill, service, ability--something they have that your group could benefit from receiving. A way to interest them in participating in the group is to explain to them the products, objectives, and future aspirations of the coordinated group. Take special care to present the coordination activities as possessing far-reaching value. Emphasize that the group has had a successful history of progress and that there is a prospect for even greater success over time. Explain how the group could benefit if the prospective member were to participate.

What State Agencies Could Do to Promote Cooperative Planning at the Local Level

Rule 2: Carefully consider the advice forwarded from persons in the hierarchy of a state agency regarding local coordinated planning projects.

Frequently, the hierarchy of a state agency exerts much more influence on local programs than it imagines. Recommended policies and procedures greatly influence the operating procedures adopted by personnel in local agencies. When interagency efforts to coordinate programs and services are discussed at the state level, frequently the conclusion is that a pilot study should be conducted in a couple of communities to see if the coordinating programs can work.

Unfortunately, although there may be supportive rhetoric at the state level, too little support is usually provided to the local level for them to seriously consider major interagency activities. Unintentionally, there is a tendency to penalize local agency staff involved when they participate in a cooperative effort. Although funds might be available to support administrative personnel participting in a planning group, there are no funds to support staff members who participate on committees that are attempting to coordinate a task. As a result, agency staff fall short of their daily, weekly, monthly, and quarterly production. In essence, line staff participating in the coordinated effort have been placed in a position where their work assignments are doubled and yet they are expected to continue to reach

production quotas on their regular job assignments. They are also expected to make valuable and pragmatic contributions to the local coordination effort. It would be useful for persons in state agencies to provide incentives for employees participating in coordinated efforts. Expecting staff to perform two assignments in effect discourages coordination attempts. If local-level coordination efforts are to work, agency employees must not view their participation as a liability to their job security.

It would also be helpful if the verbal statements supporting coordinated planning efforts made by political officials and by political appointees who administer some state agencies were supported in writing as official agency priorities. There needs to be a top-down commitment to local management personnel to strongly support coordinated planning efforts. In Imperial County, there have been times of emergency in each agency when personnel have had to be pulled off the project, usually because of state-wide problems in the agency. In many cases, these persons do not return to work with the project. As a result, the project stops, and, if a new person is assigned, a "begin again" effort has to be initiated. These instances are not only frustrating to local agency personnel, they cause participating agencies to question whether a state-level commitment exists. On one occasion, the district, regional, and area managers of a participating agency issued a directive to the local supervisor not to work with the project. If coordinated planning at the local level is a priority, then a written statement of commitment must be formulated and distributed by the primary administrator of the state agency. Local office personnel will then be able to consider the time spent on the project as time spent implementing a departmental priority.

It is also important that all participating state agencies have a commitment to the effort. If all participating agencies at the local level had their state agency contributing the same level of funding to support the project, then there would be parity. Jointly funding coordination projects in this way would be a demonstration of support that would give local participants the feeling that their agency is pulling its share. Money talks; it would be nice if all state agencies demonstrated that local coordination was important by contributing equally.

State personnel should reacquaint themselves with the operating practices and procedures at the local level. For many state employees, it has been a long time, if ever, since they worked at the local level. It might be a good practice for the state staff persons immediately involved to visit the staff in a local area to observe first-hand how operational practices and procedures are implemented. Hopefully, the experience would greatly aid the state staff in appreciating the degree of difficulty that is associated with the changes coordination may involve.

The following suggestions refer to changes in state-level practices that would encourage the development of coordinated strategies at the local level.

1. Provide the coordination site with an experimental license to fail. If persons involved in the local effort fear they will lose their jobs if the effort does not work out to the satisfaction of their regional and state superiors, then the local project can count on very little innovation.

2. Provide department exemptions for coordinated activities. In Imperial County, a concerted effort was made to develop a joint form for intakes and referrals among agencies. To do so, some agencies had to be exempted from using their regularly required forms. Although some state agency staff overseeing the demonstration program had encouraged us to apply for exemptions, the regional and local administrators did not want to cause trouble. Consequently, no joint form was ever prepared. This waste of precious local staff time could have been avoided if the state agencies had stated in writing that exemptions would be granted as needed to try new interagency procedures.

3. Encourage the establishment of colocation and joint agency programs and services. The need to provide some services (e.g., intake) in one place, at one time, is critical. Too many clients get shifted from agency to agency in an effort to locate the appropriate services. Often the number of separate applications required by a single agency is unreasonable. A clients is made to feel, because of these paperwork requirements, like a number. The depersonalization involved in the process encourages client irresponsibility and sometimes chronic abuse. Colocated and joint agency-staffed intake services can help break down the application maze and provide a more accountable delivery of service.

4. Use existing surplus equipment and the expertise of persons already employed by the agency to provide future coordination projects with technical assistance, equipment, and materials that will aid them in accomplishing their task.

Rule 3: Rely on your own intuitive problem-solving skills. In the event you decide to embark on a serious coordinated planning effort, (1) review the literature on the subject, (2) recruit state-level interest, support, and technical assistance, and (3) devise a plan that meets the needs of your community.

CHAPTER 3

THE COOPERATIVE PLANNING EXPERIENCE IN SAN DIEGO COUNTY

Michael V. Carrier

San Diego County Cooperative Planning Project

At the time of the 1980 census, San Diego County had a population of 1.9 million, representing an increase of more than one-half million since 1970. The City of San Diego, with a population of 900,000, is the county seat and the second largest city in California. The racial/ethnic mix of the county is 73% White (non-Hispanic), 6% Black, 15% Hispanic, 5% Asian/Pacific Islander, and 1% American Indian. The various population groups are not evenly distributed throughout the county, however: three-quarters of the Black residents live in the City of San Diego, with most concentrated in the southeast corner of the city, and almost two-thirds of the Asians reside in the city.

The most dramatic change in the county's population mix has been the influx of Indochinese refugees. Since May 1975, 20,000 Indochinese have settled in the region. Most live in the City of San Diego, with the Linda Vista area (an older residential area near the center city) having one of the largest concentrations of Indochinese in the country. Because of their extraordinary needs in the areas of employment and training, the arrival of refugees from Southeast Asia has had significant impact on virtually all of the agencies involved in the San Diego cooperative planning project.

The economic base of San Diego County, once almost totally dependent upon the military (Navy and Marines) and aerospace, has diversified significantly in the last twenty years. Growth in recent years has been characterized by a rapid expansion in various nonmanufacturing areas (retail/wholesale trade, business and personal services, finance and government) and by significant shifts in manufacturing away from aerospace toward electronics, computers, and scientific instrumentation. Another important feature of the new San Diego economy is a substantial and growing research and development component, characterized by a heavy emphasis on the health sciences. Because

of its rapid population growth, the San Diego economy has always supported a substantial construction industry, which is, of course, affected by the ups and downs in home building.

From an occupational perspective, the San Diego economy is characterized by a relatively high concentration of professional and technical workers, service workers, and clerical workers. Only 5.6% of the workforce is in the relatively well-paying crafts sector. The dominant role of service and clerical jobs has resulted in a relatively lower per capita income for San Diego County when compared with other large urban areas.

Description of Agencies Participating in the San Diego Cooperative Planning Project

San Diego Regional Employment and Training Consortium. The San Diego Regional Employment and Training Consortium (RETC) is the CETA prime sponsor for San Diego County and, as such, is responsible for planning and overseeing the expenditure of CETA funds throughout the San Diego region. RETC is a consortium of the City of San Diego and the County of San Diego and is governed by a joint powers agreement between these two political jurisdictions. As one of the largest prime sponsors in the nation, RETC's FY'82 allocation is $25 million, and the planned service level for the year is set at 12,000 participants. The CETA employment and training system, operated by RETC, provides a full range of job training services (on-the-job training, classroom instruction, subsidized work experience, etc.) to assist unskilled, economically disadvantaged individuals in obtaining unsubsidized employment. RETC does not provide job training services directly; all services are subcontracted for on an annual basis.

Employment Development Department. District VIII, Southern Region of the Employment Development Department (EDD) includes the County of San Diego and consists of seven offices under the direction of a district administrator. The job service offices are full-functioning offices offering the complete range of job and unemployment insurance services. The district administrator is the EDD representative on the project.

Department of Rehabilitation. The San Diego District of the Department of Rehabilitation (DR) maintains six offices. Under the direction of the district administrator, DR provides restorative, educational, and supportive services to eligible disabled persons, with the general goal of enabling them to be more useful and independent. Outcomes resulting from DR services range from full-time unsubsidized employment in the private sector to the acquisition of independent living skills. During the 1981-82 program year, the San Diego District office annual report called for the development of approximately 1,700 plans and the completion of approximately 960 rehabilitations. (A plan specifies the direct or indirect provision of services that are responsive to the needs of a client.) With reductions in available funding for rehabilitation services, DR has placed increasing emphasis on developing cooperative service arrangements with other employment and training agencies. The district administrator represents DR on the cooperative planning project.

Department of Social Services. The Department of Social Services (DSS) for the County of San Diego is responsible for administering various public assistance programs (AFDC, Medi-Cal, General Relief, and Food Stamps) and providing a broad range of social services to both children and adults. In an effort to reduce dependence on public assistance, DSS has steadily expanded its efforts in the area of employment services. Responsibility for the administration of employment services rests with the Employment Services Bureau of the Department. (The deputy director of the Employment Services Bureau represents DSS on the cooperative planning project advisory board.) Major components of the employment services effort of DSS include CETA programs offering on-the-job training and work experience; a job search assistance program for AFDC and General Relief recipients; an Indochinese orientation and employment program providing job training services to refugees; and the Employment Services Program, which provides training in the health care field for AFDC household heads who volunteer to participate in an employment program.

San Diego Community College District. As one of the largest community college districts in the nation, the San Diego Community College District

(SDCCD) maintains an enrollment of approximately 90,000 students per semester. SDCCD is represented on the cooperative planning project by its director of vocational education and employment training. The vocational education program operated by SDCCD covers the full spectrum of occupational training. Increased emphasis is being placed on providing skills training that is directly responsive to the needs of local industry. While SDCCD has been the only community college district directly participating in the local cooperative planning project, their objective is to maintain the cooperative network that involves the other five community college districts in San Diego County (i.e., the SDCCD representative of the cooperative planning project reports on the progress being made to the vocational directors of the other college districts at their regularly scheduled meetings).

San Diego County Department of Education. The San Diego County Department of Education fulfills a regional planning function in the county. Through its participation in the cooperative planning project, it provides an opportunity for indirect participation by all of the secondary school districts in the county. Participation by the County Department of Education also provides a connecting link with the Regional Occupation Program (ROP), since the county is responsible for administration of the ROP. The County Department of Education contracts with local high schools and community colleges to operate ROP programs.

Private vocational education. Private vocational postsecondary schools are represented on the cooperative planning project by the San Diego County Organization of Private Education (SCOPE). SCOPE is an organization of private colleges involved in providing vocational skills training. SCOPE membership includes both schools providing clerical/business courses and schools offering instruction in various trades and industrial occupations. The SCOPE representative to the cooperative planning project is concerned with representing the perspective of private vocational education generally and not just the SCOPE membership.

Community-based organizations. Many nonprofit organizations provide employment and training services, primarily under contract with the CETA prime sponsor. In 1981, a coalition of CBOs providing CETA services was

established. While still in its early development, the coalition is a first step toward an organizational structure for CBOs providing employment and training services. Specific services provided by CBOs include on-the-job training, classroom instruction, and work experience. Through October 1981, the CBO representative on the cooperative planning project was the director of Occupational Training Services. Presently, the CBO representative is a program director with Project JOVE, an agency involved in providing job training services to ex-offenders. The CBO representative coordinates plans and project activities with other CBOs through the activities of the coalition.

How Agencies Came to Be Involved in the San Diego Cooperative Planning Project

The agencies that were involved in the San Diego Cooperative Planning Project (SDCPP) from its inception were EDD, RETC (i.e., CETA), DR, and the San Diego County Department of Education. The involvement of these agencies in the development of the cooperative planning project proposal came about as a result of a meeting called by the district administrator of EDD. Two meetings were held prior to submitting the proposal at which representatives of each of the agencies discussed the basic elements to be included in a project of this type. Following these meetings, a proposal was developed by RETC staff and subsequently signed by representatives of these four agencies.

The San Diego Community College District and the Department of Social Services (at that time, the Department of Public Welfare) expressed an interest in participation in the cooperative planning project in August 1979. Their interest grew out of a recognition that their agencies already had extensive linkages with the four original signatories and that their participation would contribute to the establishment of a nucleus of cooperating agencies that would represent most of the local employment and training delivery system.

The community-based organizations and private vocational schools joined the project in November 1979. Their participation resulted from a request on

the part of RETC's Planning Advisory Council. Noting that these two entities were an important part of the CETA employment and training service delivery system, the CETA advisory council requested that RETC, as the agency responsible for administration of the project, coordinate with these agencies to ensure their participation. As a result, the CBO representative and the director of SCOPE were added to the project's steering commitee.

Figure 4 describes the working relationships that existed among the agencies involved in the San Diego project prior to their participation in local cooperative planning. As the figure highlights, there was considerable variation in the degree to which the individual agencies worked together prior to the start of the project. An assessment of working relationships similar to that represented in Figure 4 should be among the first steps in any local cooperative planning effort, since it is a way of establishing a common understanding of where the individual agencies are in terms of working with other agencies.

Goals and Activities

Initial Project Objectives

The initial objective of the San Diego cooperative planning project (SDCPP) was to develop and put in place a system of cooperative planning involving the primary local providers of employment and training services. The basic elements of the proposed system included (1) a cooperative system for gathering and analyzing information on the overall need in the region for job training and other employment services and on conditions in the local labor market; (2) a system for the exchange and joint analysis of information on the activities of each of the agencies, including anticipated resource levels, service goals, new programs, and so on; and (3) a structured process for developing a coordinated interagency strategy for the delivery of employment and training services based on the information provided in the previous two elements. The major steps that were planned to develop the cooperative planning system included the following:

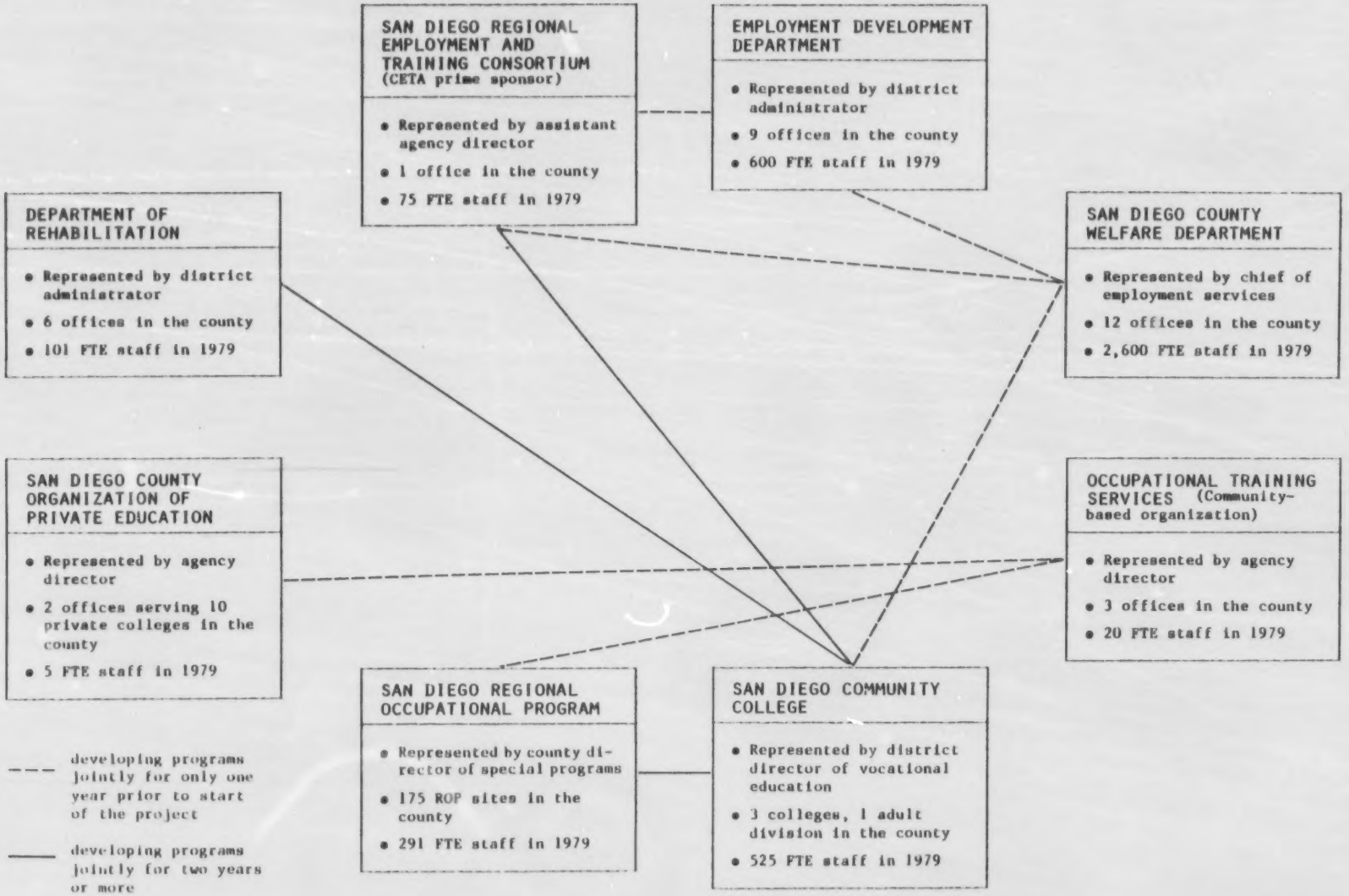
SAN DIEGO REGIONAL EMPLOYMENT AND TRAINING CONSORTIUM (CETA prime sponsor)
• Represented by assistant agency director
• 1 office in the county
• 75 FTE staff in 1979
EMPLOYMENT DEVELOPMENT DEPARTMENT
• Represented by district administrator
• 9 offices in the county
• 600 FTE staff in 1979
DEPARTMENT OF REHABILITATION
• Represented by district administrator
• 6 offices in the county
• 101 FTE staff in 1979
SAN DIEGO COUNTY WELFARE DEPARTMENT
• Represented by chief of employment services
• 12 offices in the county
• 2,600 FTE staff in 1979
SAN DIEGO COUNTY ORGANIZATION OF PRIVATE EDUCATION
• Represented by agency director
• 2 offices serving 10 private colleges in the county
• 5 FTE staff in 1979
OCCUPATIONAL TRAINING SERVICES (Community-based organization)
• Represented by agency director
• 3 offices in the county
• 20 FTE staff in 1979
SAN DIEGO REGIONAL OCCUPATIONAL PROGRAM
• Represented by county director of special programs
• 175 ROP sites in the county
• 291 FTE staff in 1979
SAN DIEGO COMMUNITY COLLEGE
• Represented by district director of vocational education
• 3 colleges, 1 adult division in the county
• 525 FTE staff in 1979
developing programs jointly for only one year prior to start of the project
developing programs jointly for two years or more

Figure 4. Characteristics and prior working relationships among San Diego County agencies represented on the demonstration project steering committee.

Step 1: Review the activities of each of the agencies, and analyze how they plan their services on an annual basis.

Step 2: Based on the information gathered in Step 1, identify specific areas for interagency cooperation (e.g., linked programs, joint planning of specific programs of common interest).

Step 3: Specify the requirements and procedures for an annual process of detailed interagency planning.

Step 4: Implement the procedures established in Step 3.

As the project developed, there was some modification of these original objectives. Some of these modifications were explicit; other were less explicit and could be described as a tempering of the original objectives as a result of obstacles encountered in the process of implementation.

Description of Project Activities

The core activity of the SDCPP is represented by the monthly meetings of the project advisory board. There are eight representatives on the advisory board. Each of the six public agencies (RETC, DSS, EDD, San Diego Community College District, County Department of Education, and Department of Rehabilitation) and the two private entities (a CBO and SCOPE) have one representative on the board. Board members are either at the district administrator level or assistant administrator level for employment and training-related activities within an agency. (The San Diego Community College District representative is the director of the district's manpower training and vocational education programs.) The general schedule calls for monthly meetings on the second Thursday of each month. During the first two years of the project, the meeting sites were rotated among the various agencies. In recent months, the board has been meeting in a conference room provided by the City of San Diego at a location that is readily accessible to board members. It is anticipated that this will be its permanent meeting site for the foreseeable future.

During the first two years of the SDCPP, particular emphasis was placed on the preparation of written reports and analyses. A substantial portion of each project advisory board meeting was devoted to a review of materials prepared by project staff. Parallel with the development of written materials, project staff were involved in a number of specific cooperative planning activities. The analysis of these activities provides some interesting insights into the whole cooperative planning process. A detailed timeline of project activities is appended to this chapter.

For the purposes of review and analysis, the materials produced and the various activities of the cooperative planning project staff are discussed below in a generally chronological oreder. In each case, an attempt is made to describe the item or activity, its impact on the project, and any insights gained concerning cooperative planning.

Development of background information on individual agencies. One of the first tasks undertaken by the staff of the SDCPP was to develop detailed overviews of each of the agencies involved in the project. The information covered in these overviews included a description of available services, the history of the agency and its enabling legislation, its planning procedures, its organizational structure, and the eligibility criteria for clients or students. The primary reason for developing these individual agency overviews was to provide a common base of knowledge for the proposed system of cooperative planning. The overviews were also useful as a means of informing "newcomers" to the cooperative planning process. For example, the overviews were provided at a workshop designed to orient local criminal justice agencies (state corrections, county probation, etc.) as to the availability of employment and training services provided by the agencies involved in the cooperative planning project.

The agency overviews also appeared to be reasonably effective in informing the advisory board and project staff as to the "basics" concerning the individual agencies. Eventually, it would seem a worthwhile activity to go back and revise the individual overviews, to combine them into a single document, and thereby to make available in one place an overview of the local employment and training delivery system. A document of this type,

jointly prepared by the local employment and training agencies, could serve both as a counseling tool for advising potential clients as to what each agency provides and as a resource guide to inform staff within the respective agencies as to what role each agency plays in the overall employment and training delivery system.

Development of a cooperative service agreement between RETC and the Department of Rehabilitation. In December 1979, RETC was considering alternative ways to use surplus funds carried over from the previous fiscal year. The cooperative planning project staff proposed that a portion of the funds (initially $400,000) be used to support a project whereby the Department of Rehabilitation would use the funds to provide a combination of on-the-job and occupational skills training for its clients at local private and public vocational schools. This proposal represented a significant change from the system that was in place. Previously, DR counselors referred their clients to the subcontractor performing intake and assessment for CETA. There they were considered along with all others applying for CETA job training. Under the proposed arrangement, DR would operate its own program, refer its clients directly to the appropriate training, and monitor their progress while they were in training.

Both RETC and DR were enthusiastic about the concept. RETC proceeded to obtain the approval of its policy board to enter into a sole-source agreement with DR to provide services without having to go through the usual competitive procurement process. Once these administrative preliminaries were out of the way, the responsibility for development of the agreement was assumed by the SDCPP staff. The first step in the process was to develop a formal agreement for implementation of the project. To do this, it was necessary to determine whether there was sufficient need, such that the funds could be utilized within the time frame. After gathering relevant data and discussing the situation with DR staff, it was concluded that it would be difficult to enroll sufficient clients, and, as a consequence, the planned program was scaled down. Because this analysis took time, the anticipated start date for the project had to be moved back from the original date.

Once the general scope of the project was agreed upon, project staff attempted to complete the agreement and obtain approval for it. In attempting to finalize the agreement, however, a number of obstacles were encountered that initially delayed the process further and ultimately resulted in the discarding of the idea of a formal contract between RETC and DR, in favor of an informal (i.e., nonfinancial) cooperative agreement between DR and the two CETA subcontractors responsible for intake and referral to classroom training. Among the obstacles encountered were the following:

- Initial hesitancy on the part of state administrators of DR to accept the plan. Unlike other agencies, it was unusual for DR to contract to provide services.

- During the time that the contract was being developed, there was a hiring freeze imposed on DR. This freeze required that the initial program design, which had been predicated on hiring of additional staff, be modified to reflect the direct participation of existing DR staff in the project. The response of staff at DR to this idea was one of apprehension, since the result would be additional paper work and report preparation.

- Complexity of operating a CETA program. The basic complexity of operating a program in accordance with the RETC guidelines presented a significant obstacle, since it became apparent that DR staff would have to be trained to follow the guidelines (reporting requirements, development of subcontracts, fiscal record keeping, etc.).

These obstacles eventually required that an alternative approach to getting DR clients into CETA training be developed. Basically, the strategy that was finally adopted involved the following. (1) DR counselors could refer clients to specific training opportunities identified by the CETA intake agency. (2) Each CETA intake office had a counselor who was responsible for working with DR referrals. (3) The progress of DR clients was tracked through cooperative efforts of CETA intake staff and a DR counselor. (4) CETA classroom training opportunities were set aside on a priority basis for DR clients. This overall effort has proven effective in increasing the overall participation of DR clients in local CETA programs and in streamlining the referral process for DR counselors.

The experience gained as a result of these efforts to develop a linkage between DR and RETC provided some significant insights into the process of cooperative planning, which are summarized below.

- Need to fully assess the feasibility of a proposed coordinated effort before proceeding. Often the apparent appropriateness of a coordinated effort can cause planners and policymakers to overlook potential obstacles to implementation.

- Need to consider alternative strategies for resolving a coordination problem. In considering how to develop interagency linkages, there may be a tendency to overlook certain policy alternatives because they are so simple. For example, an improved referral system between two agencies may result from simply putting a counselor at one of the agencies in contact with a counterpart at the other agency. Coordination does not always have to be complicated. Wherever possible, the simplest approach should be tried first.

- Need to establish realistic time-frames. When a project or coordination effort requires that decisions be made concerning policy or commitment of resources, it should be assumed that the process will be time-consuming. This fact should be recognized during initial planning, so that a decision can be made as to whether or not a particular coordination objective should be pursued, or whether, because of the associated time requirements, it should be deferred to some time in the future when the schedule of organizational activities is more favorable.

Identification of specific areas of potential interagency coordination and development of corresponding linkage strategies. In the original project workplan, one of the primary activities of the project staff, in cooperation with the advisory board, was to identify specific interagency coordination opportunities and then to proceed, where appropriate, to implement them. In terms of the first part of this task (identification of coordination opportunities), the project was fairly effective. Project staff were able to identify a number of specific coordination possibilities, and a substantial amount of staff effort was spent on discussing these possibilities with the appropriate advisory board members and staff persons at the various employment and training agencies. Examples of the types of things that were discussed include the following:

- better use of current vocational education programs to meet the needs of AFDC recipients;
- use of EDD specialists in carrying out labor market analysis for local CETA job training;
- combining CETA and vocational education outreach efforts;
- increased use of ROP and certificated community college programs by CETA enrollees;
- expanded use of EDD services to assist in placement of "hard-to-place" clients of other agencies; and
- development of joint programs involving all of the participating agencies.

The end result of these efforts was the interagency services matrix that was ultimately developed as part of the master plan (see below). The services matrix provides a detailed description of the various services provided by each of the agencies and how these services can be combined. Although the cooperative planning project was successful in identifying areas of potential coordination, actual implementation of specific coordination efforts has been limited. The following are the primary reasons why these opportunities for coordination were not implemented.

- Agencies are always faced with a list of priority tasks that must be accomplished by particular deadlines. This reduces their ability to adequately address new tasks, cooperative or otherwise.
- By their very nature, interagency coordination projects are often more difficult than routine activities: they are new, they require new lines of communication to be established and maintained, and they often have an impact on existing operational procedures.
- The benefits to be derived from a particular coordination effort often involve improvements in services to clients but not improvements in the procedures by which an agency is evaluated (e.g., unit cost per placement, percent of clients entering unsubsidized employment). Agencies are usually evaluated in terms of quantity and efficiency, not quality.

Recognition of these reasons why specific coordination efforts are often not implemented should aid in the choice and design of proposed coordination

projects. For example, if it is possible, a proposed coordination project or objective should (1) be compatible with the current priority tasks of the agencies involved, (2) be simple in design and straightforward in purpose, and (3) generate outcomes that will enhance the overall evaluation of the participating agencies' effectiveness.

Joint program development. In staffing the SDCPP with employees of the various agencies, an underlying objective was to assemble a group that could function on a continuing basis as an interagency program development team. The most substantial effort at joint program development in which SDCPP played a role was the effort to design a comprehensive program of employment and job training services for public assistance recipients to assist them in obtaining unsubsidized employment (known locally as the welfare reform project). The team concept worked well in this case, since the individuals involved were familiar with their respective agencies and, as a consequence, were able to work effectively together in developing a workable design for the system. Some of the specific benefits that stand out in regards to the participation of the SDCPP in this particular joint planning effort include the following:

- No one agency dominated the program development process. Without an interagency planning group that could devote a significant amount of time to the effort and whose members had worked together closely for many months, the responsibility for design of the system might have fallen unevenly on one of the agencies, which could have had an adverse effect on the whole process.

- The overall program design effort was enhanced by the fact that the individuals involved had knowledge not only of their own agencies but of the other agencies also and of the specific problems associated with combining their respective services.

- Because the tasks associated with joint program design matched the overall purpose of the SDCPP project, staff were able to devote sufficient time to the effort to ensure the necessary degree of thoroughness. In contrast, joint program development efforts often suffer from the fact that those involved have been taken away from their primary functions with the understanding that they should complete the joint program development task as quickly as possible and then return to their regular duties. This frequently results in a less effective program design.

Ongoing efforts at information exchange. A necessary component of any cooperative planning strategy is an ongoing system of information exchange. The first step in the development of a coordination concept often involves an agency providing another agency with specific information (e.g., a description of a new program, availability of additional resources, identification of a particular problem). A significant amount of SDCPP staff time was devoted specifically to these kinds of activities. For example, each advisory board meeting involved review by the agency representatives of information prepared by project staff. The process of gathering and analyzing this information can be more complicated and time consuming than one would anticipate, for if the information is going to be useful in terms of promoting interagency coordination, it is often necessary that it be accompanied by a certain amount of analysis that highlights those particular aspects of the information that have implications for cooperation. Even the simple process of identifying the information to be exchanged can take considerable time.

In reviewing the overall impact of the information exchange efforts, it seems apparent that these efforts have been effective in stimulating cooperative planning. Among the basic information items that are particularly useful in promoting coordination are the following:

- Lists--Lists identifying facilities, service providers, key agency departments, and so on.
- Calendars--Calendars of the planning cycle and calendars of when specific events are going to occur (e.g., RFPs issued, enrollment in new programs).
- Description of services--Provisions should be made to regularly distribute descriptions of the services provided by the various agencies. This should be done fairly frequently, since there is constant turnover in agency personnel and changes in the particular services provided, and therefore the descriptions quickly become obsolete.
- Agency plans--Most of the employment and training agencies develop agency plans, usually annually. These documents contain data that can be used by other agencies for planning purposes and descriptions of new program initiatives being undertaken.

In summary, it should be emphasized that the benefits to be derived from the timely exchange of specific information among agencies highlight the advantage of having some type of local cooperative planning or coordination structure. Without a structure of this type, the process is difficult, generally less effective, and usually neglected. Even with such a structure, the process of information exchange must be actively pursued as a specific and identifiable element of any coordination strategy.

Development of expanded linkage network. One issue that is frequently raised relative to cooperative planning and interagency coordination is the question of how to expand participation to include the staff of the various agencies. In an effort to deal with the issue, the cooperative planning project experimented with the idea of establishing subcommittees composed of staff of the various agencies to work on specific projects. Four subcommittees were formed to address (1) coordination of training activities, (2) coordination of job development and placement activities, (3) coordination of strategies to serve particular target groups, and (4) coordination of management information systems. Each subcommittee was composed of both SDCPP staff and agency staff assigned by the advisory board members.

In establishing the subcommittees, there were two primary objectives. First, it was hoped that they would be effective in developing and implementing linkage efforts in these four important areas. Second, the subcommittees were seen as a way of expanding overall participation in the project to include the involvement of more staff from the various agencies. For example, it was envisioned that eventually there would be a working group of job development and placement specialists from the various agencies who would meet periodically to discuss their various activities and to identify possible linkage opportunities. The other subcommittees would play similar roles in promoting coordination in the other areas.

In the actual implementation of the subcommittee approach, there were problems encountered that provide some insights into how or how not to proceed with similar efforts in the future. Since the whole idea of using subcommittees was approached as an experiment, it was decided to test the idea

by actually holding meetings. If the meetings were not productive, the concept would be discarded, and another approach would be tried. Agendas for the meetings were provided to the advisory board members, who in turn provided them to the staff that they selected to attend the meetings. It was agreed that each agency would be represented on at least one of the subcommittees. After two meetings, the concept of the subcommittee approach was reconsidered; it was decided to not continue with the process and instead to adopt a policy whereby subcommittees would be established only in response to a particular and immediate need. Some of the problems that were encountered included (1) minimal participation in most of the subcommittees, (2) confusion on the part of newcomers who had been designated to participate in the meeting by their supervisors, and (3) reluctance on the part of many of those involved to become participants in something that was so planning oriented and appeared likely to require a substantial investment of time over a rather lengthy period. Finally, it seemed that efforts to maintain the subcommittees would not be particularly worthwhile, and, as a consequence, the decision was made to hold off on further meetings.

It is now possible to assess the subcommittee effort as a method of gaining greater participation of agency staff in coordination activities and using a team approach for dealing with specific issues. The following are some of our insights.

- Use a team approach only in response to a particular identified need. A team approach was used quite successfully on certain occasions where there was a particular issue that was of concern to each of the agencies (e.g., development of the comprehensive welfare programs, development of the CETA/DR linkage).

- Attempt to gain staff input as to what issues are important, and make participation voluntary. One approach that should be tried is to ask staff of various agencies to identify what particular issues are of concern to them and whether they would be interested in participating in a joint interagency effort to resolve the problem. For example, a question should be put to counselors of each agency asking them to identify problems they encounter when referring clients between agencies and how the problems might be resolved. The responses to this question might provide the basis for establishing a working group to develop solutions to the problem.

In summary, the subcommittee concept, or the more general concept of using a team approach with agency staff participation to resolve particular coordination issues, may be useful if the specific issues to be resolved are clearly identified. The experience gained from the San Diego experiment with subcommittees was that the approach is not effective as a tool in a more traditional planning role, where the subcommittee itself is responsible for identifying the issues to be resolved. The problems have to have been identified at the outset, and the individuals involved must have a vested interest in resolving the problems.

Development of a formal interagency planning document. A substantial portion of the time of the cooperative planning project has been devoted to developing a formal interagency planning document. The idea for this document, called a master plan, was preceded by the preparation and discussion of concept papers addressing the following elements that would be included in the comprehensive planning document:

- Cooperative needs assessment. This would be that part of the plan that described the overall need for employment and training services in the county. Staff prepared a concept paper that included examples of the types of information that would be included in this section and how it would be used.

- Cooperative labor market analysis. This element of the master plan would provide an assessment of local labor market conditions and trends against which the respective agencies would plan their programs. As with the "needs assessment" element, staff prepared a brief concept paper that identified the types of data that would be used in this section.

As SDCPP staff proceeded to develop concept papers and analyses on these particular topics, the project advisory board concluded that these efforts should be incorporated into a single comprehensive planning document, or master plan. Project staff then outlined the contents of the master plan and proposed how the various parts would be written. The final format for the master plan included the following elements:

- Statement of Purpose--This section identified the responsibilities of the individual agencies.

- Description of Agencies and Services--This section provided detailed overviews of each of the agencies, incorporating much of the information that had been developed by project staff previously. The section was later expanded to include a fairly extensive interagency services matrix, identifying each agency's role in providing specific services and the potential for coordination in a particular area.

- Cooperative Needs Assessment--It was decided to combine the needs assessment and labor market analysis materials into a single section. This provided a common base from which the cooperating agencies could assess the need for employment and training services in the region.

- Summary of Individual Agency Plans--This section of the master plan provided information on the planned activities of each of the participating agencies, including (1) type and level of services to be provided, (2) identification of specific services (e.g., types of occupations in which training would be provided), and (3) updated information on the agency's facilities and personnel.

- Identification of Coordination Objectives--This section of the master plan served as a specific plan for coordination that identified specific coordination objectives.

- Procedures for Cooperative Planning and Coordination--This section of the master plan identified procedures to be used in carrying out coordination activities, including (1) a calendar of activities, (2) general procedures to be used in establishing and evaluating program linkages, and (3) procedures for evaluating the overall coordination effort.

While substantial progress has been made in developing a formal document that could function as a master plan, the document is still a draft and has not been completed.

Because of the scope and complexity of the effort, the process of trying to develop the master plan has been among the more productive project activities. The exercise has provided a number of insights into various aspects of cooperative planning. Some of the things that were highlighted by this effort include the following:

- Advantages and disadvantages of a formalized planning process. The master plan embodies the concept of a very formalized process of cooperative planning, which, while it has some apparent advantages, also has some disadvantages. One of the

appealing aspects is the idea of developing an annual plan for coordination based on jointly identified needs. A problem arises from the fact that each agency operates in its own separate environment (political, bureaucratic, etc.), where coordination with other agencies is just one of the many factors to be considered. Outside of the somewhat narrow confines of a cooperative planning project, the idea of a master plan, with its emphasis on disciplined adherence to long-range goals and a certain amount of altruism in terms of such things as relinquishing a role in the provision of a particular service to minimize duplication of effort, is a difficult concept to actually implement. Agencies are constantly faced with the problem of gaining general acceptance of their individual agency plan; the task of developing and implementing an interagency plan is far more difficult.

- Restricting the scope of the effort. One problem encountered during development of the master plan was being overwhelmed by the potential scope of the effort. As project staff proceeded to develop the master plan concept, they constantly encountered the fact that the task facing them was both large and complex. One way in which this problem was manifest was in the difficulty of obtaining a consensus, even among the project staff, as to how a particular component of the plan should be developed. Perhaps the overriding problem was simply defining the limits of the effort. For example, should the plan include the vocational plans of each individual school district and each individual community-based organization? Or, to what level of detail should the needs assessment be carried?

- Overcoming inertia to promote a new concept. Since the master plan concept personifies to some degree the whole idea of a formalized cooperative planning process, one problem that may prevent its adoption by the local employment and training agencies in San Diego County is the inertia that large bureaucracies seem to experience when confronted with a new idea. Exactly what is required to overcome this barrier is difficult to specify. However, a necessary precondition is a high degree of commitment on the part of the agency administrators that the concept is significant enough to warrant the commitment of a certain amount of each agency's collective energy to consider seriously whether to adopt the master plan.

In summary, the master plan development effort has been productive in terms of generating information regarding the cooperative planning process. Because the master plan concept has such broad implications for cooperative planning generally, an analysis as to specific do's and don'ts will be deferred to a later section of this case study.

How Project Objectives and Activities Evolved over the Life of the Project

The initial focus of the San Diego project was on establishing a framework in which cooperative planning could take place. This emphasis dominated staff activities through the first nine months of the project. During this period, project staff were involved in developing materials (e.g., agency overviews, concept papers) that were presented to the advisory board at the monthly meetings. Parallel with these analytical and data gathering activities, efforts were made to achieve specific coordination objectives (e.g., development of nonfinancial agreements, cooperative service arrangements). The need for this "two-pronged approach" seemed evident even before the project actually began, since it appeared that the two types of activities would complement each other. Each time a specific coordination effort was attempted, new insights would be gained about the formalized process of cooperative planning. In looking back, this kind of interactive process did occur.

In the fall of 1980, the analytical tasks of the preceding nine months culminated in the decision to proceed with development of a master plan for cooperative planning. Around this same time, there was an increased emphasis on having the cooperative planning project itself function as an active planning body. This change in emphasis was a shift away from a solely knowledge-development function toward a more active mode as the entity responsible for implementing an ongoing cooperative planning system. In this capacity, the cooperative planning project began to define the parameters of an institutionalized process of cooperative planning.

During the period from January through September 1981, project activities were divided into two major areas: development and refinement of the master plan concept and actual cooperative planning activities. Reflecting this pattern, the monthly advisory board meetings focused on staff updates of the master plan concept, specific coordination projects, and an increasing amount of information exchange. The board members began to take a more active role in the meetings by initiating discussions and, through exchange of information, identifying areas of potential coordination. Some of this coordination was implemented without involvement of the project staff.

Beginning in October 1981, with the project reduced to only one staff person, there was significantly less in the way of written materials and background information for the board to review and an increased emphasis on informal information exchange. This informal approach will probably characterize local cooperative planning for the foreseeable future.

Differing Roles of Agencies in Local Cooperative Planning

The agencies involved in the San Diego cooperative planning project differed significantly in their specific coordination priorities. For example, an agency like the Department of Rehabilitation is concerned with increasing access to available employment and training services for its clients, whereas the focus of an education agency would be directed toward greater use of its available training resources. Another difference is that the CETA prime sponsor (RETC) occupies a special role as the one agency with substantial discretionary funds that can be committed to projects carried out by the other participating agencies. The availability of these resources was one of the primary reasons that RETC was the choice of the other agencies to assume the role of administering the project locally. With its ability to allocate substantial amounts of funds to different activities, RETC has a greater potential than the other agencies for facilitating coordination. Also, RETC is the agency with the greatest number of ties with other agencies, having financial agreements with all of the project participants except the Department of Rehabilitation. Decisions made by RETC will be significant for the future of cooperative planning in San Diego, since there will be a need for some local entity with the ability to provide financial assistance to local coordination efforts and the corresponding responsibility to function as a catalyst for activities of that type.

Institutionalization

Approaches Used to Institutionalize Local Cooperative Planning

Two approaches have been used to build-in local cooperative planning. One approach has focused on trying to define a formalized and highly structured system of cooperative planning. The other approach has been the less explicit one of establishing a commitment to the cooperative planning process by being responsive to the immediate needs of the various agencies that are best served through coordination (e.g., development of linked programs, exchange of critical information). The second approach supports the first, since as agencies realize an immediate benefit from coordination, they may look more favorably toward commitment to a formalized system of cooperative planning.

The concept of a formalized system of cooperative planning was an important element of the San Diego cooperative planning project from its inception. This objective was ultimately translated into the effort to develop a master plan. The basic elements of this formalized approach were as follows.

- Cooperative needs assessment. This would involve the cooperating agencies coming together to assess jointly the need for employment and training services locally.
- Joint plan development. The objective of this process was to (1) develop an annual areawide plan for coordination of employment and training services and (2) ensure that individual agency plans were compatible with and supportive of the overall coordination strategy.
- Joint evaluation of local coordination efforts. The final phase in the annual cooperative planning process would involve a joint assessment of how well the agencies fared in achieving their coordination objectives.

In considering the institutionalization of the master plan, it was recognized that it would be necessary to develop procedures (e.g., the specific steps involved in the needs assessment phase) and to have a calendar identifying when specific activities would occur and when various tasks

should be accomplished. Significant obstacles to institutionalization of the process were encountered, however. Some of the primary obstacles encountered were the following.

- Scope and complexity of the effort. In trying to define the elements and accompanying procedures to be included in a cooperative planning system for San Diego County, it became apparent that even a relatively limited model that attempted to address only the basic issues would quickly become quite complex in terms of information requirements and demands placed on the participating agencies.

- Cost/benefit considerations. Certain costs are associated with the institutionalization of a formalized system of cooperative planning. Among the costs are those associated with (1) the planning activities that are required of the various agencies, (2) the reorientation of certain planning and policymaking procedures (i.e., a cooperative approach to planning introduces different criteria for making decisions regarding resource allocation, program design, etc.), and (3) the self-imposed limitation associated with a commitment to making individual agency programs and objectives compatible with an overall strategy. These costs must, in turn, be weighed against the benefits that can be expected, such as improvement in services available to local recipients or improvement in the use of employment and training resources. Three of the problems associated with analyzing costs and benefits are (1) a "benefit" may not be a high priority for a particular agency (e.g., increased referrals to an adult education program that is already operating at full capacity), (2) the benefit may be difficult to measure (e.g., it is very difficult to measure a small increase in the use of available services by a particular target group), and (3) some benefits are not quantifiable at all (e.g., satisfaction of clients).

Complexity of multiagency agreements. Inherent in a cooperative planning system is some type of agreement on the parts of the agencies involved to adhere to specified procedures for implementing the system. The process of obtaining commitments to participate in such a system can be a substantial barrier to implementation, depending, in part, on the degree to which the agreement process is formalized. For example, if the agreement is incorporated into a document requiring approval of agency governing boards, the barriers to adoption can be formidable. There is often a distortion or exaggeration of such things as political implications and impact on agency autonomy when an interagency cooperation agreement is presented to an

agency's governing board. Because of these difficulties, it is perhaps more prudent to avoid trying to develop a formal multiagency agreement governing cooperative planning, unless the process cannot proceed without such formal authorization.

Variation in planning procedures. Agencies vary in the manner and degree to which they plan their programs, which can also represent a barrier to the institutionalization of a cooperative planning system. The problem results from the requirement that agencies participating in a cooperative planning system carry out certain planning-related tasks that may be unfamiliar and require the commitment of additional resources.

There are some risks associated with embarking on specific coordination projects as a means of getting agencies to "buy in" to an institutionalized cooperative planning system. The effort may prove to be unsuccessful and, as a consequence, have the negative effect of creating the impression that coordination is not an achievable goal. Unfortunately, unsuccessful initiatives have occurred quite frequently during the life of the San Diego cooperative planning project; however, they have been offset by a sufficient number of successes, so that the cooperative planning process has been sustained, and the prospects for institutionalization in some form appear favorable. The unsuccessful initiatives were more frequent during the early stages of the cooperative planning project when there was substantially less knowledge as to what was actually achievable given the limitations within which each of the agencies functioned. With the passage of time, all of the participants in the process have become more realistic as to what is achievable. Increased realism about what cannot be accomplished and increased confidence in what can be accomplished may be the enduring benefits of the cooperative planning project.

Aspects of the Project and Long-Term Effects That Will Continue without State Funding

At present, we anticipate that both the formalized aspect of cooperative planning, in the form of monthly advisory board meetings, and the informal

aspect of information exchange and cooperation among agency staff will continue after state funding is discontinued. Figure 5 summarizes the outcomes and possible continuing effects of the project. In recent months, the advisory board has met monthly at the same location, a conference room made available by the City of San Diego. Present plans call for the conference room to serve as the permanent site for advisory board meetings, with the responsibility for chairing the meetings rotating among the participating agencies. For the remainder of this year, however, responsibility for chairing the meetings will rest with RETC.

While there is a relatively high degree of certainty that the cooperative planning process will continue in the months ahead, it is not clear what the focus of those cooperation efforts will be or to what extent they will constitute a continuation of some of the initiatives undertaken by the cooperative planning project during the preceding three years. The two primary factors that will determine future objectives are (1) the particular orientation and interests of the agencies and individuals involved and (2) the impetus provided by external factors (e.g., new employment training legislation to replace the expiring CETA legislation). If the local employment and training agencies have coordination objectives for the coming fiscal year that are high priority within the overall hierarchy of their goals and objectives, and if there are legislative mandates that local agencies coordinate in specific areas, then the cooperative planning process will be maintained and will perhaps move closer to institutionalization.

In looking at the underlying activities and relationships associated with the cooperative planning process, there is reason to believe they will be maintained and refined over time. Among the types of activities that have a good prospect for being continued are such things as information exchange, joint program development, and continuation of the working relationships among staff of the various agencies. These interpersonal relationships assume the status of a resource to the associated agencies. For example, once it is established that individual A with agency X has a working relationship with individual B with agency Y, other staff at agency X make requests of A on matters regarding agency Y, and the same, of course,

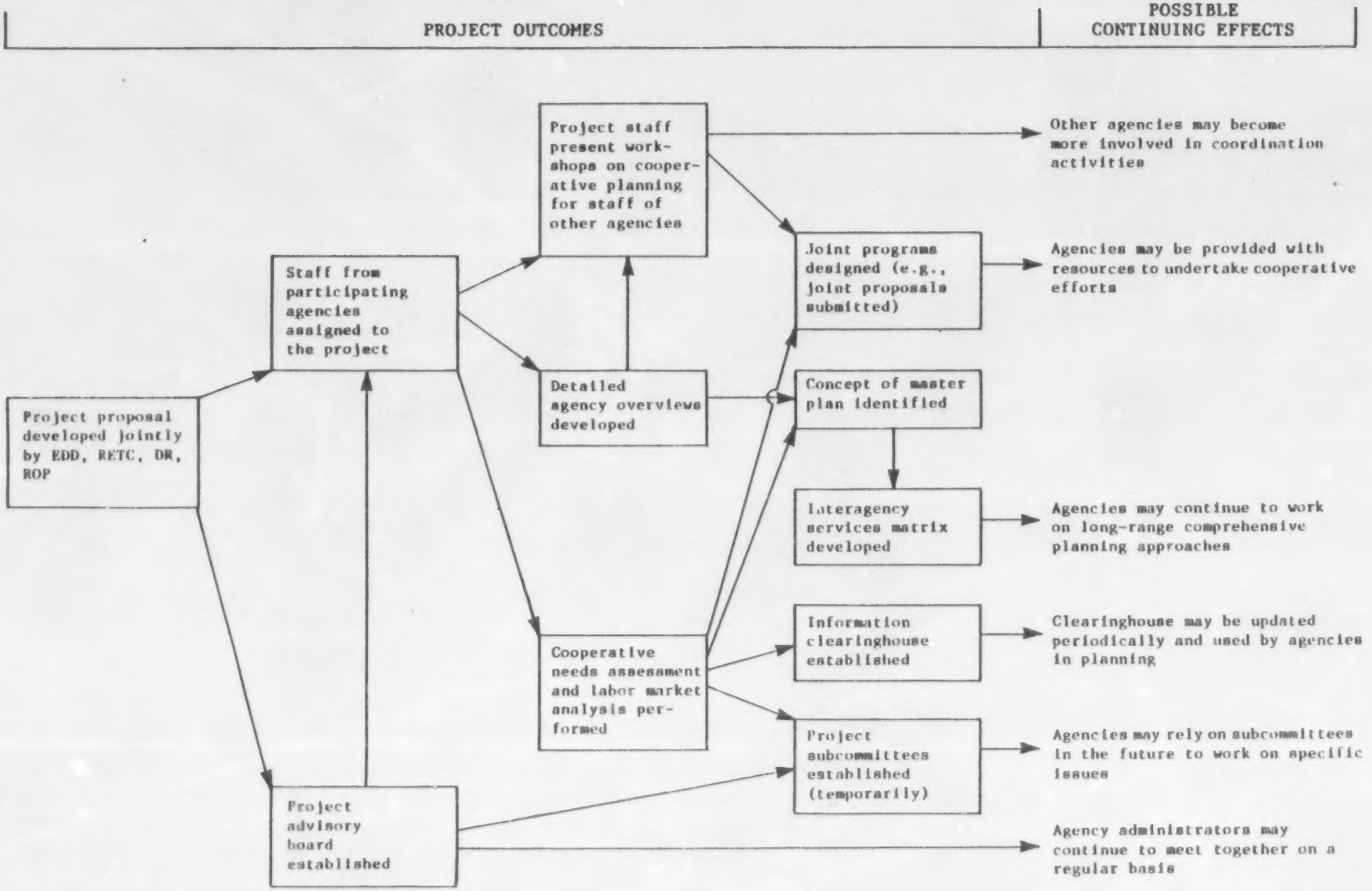
PROJECT OUTCOMES
POSSIBLE CONTINUING EFFECTS
Project proposal developed jointly by EDD, RETC, DR, ROP
Staff from participating agencies assigned to the project
Project staff present workshops on cooperative planning for staff of other agencies
Detailed agency overviews developed
Cooperative needs assessment and labor market analysis performed
Project advisory board established
Joint programs designed (e.g., joint proposals submitted)
Concept of master plan identified
Interagency services matrix developed
Information clearinghouse established
Project subcommittees established (temporarily)
Other agencies may become more involved in coordination activities
Agencies may be provided with resources to undertake cooperative efforts
Agencies may continue to work on long-range comprehensive planning approaches
Clearinghouse may be updated periodically and used by agencies in planning
Agencies may rely on subcommittees in the future to work on specific issues
Agency administrators may continue to meet together on a regular basis

Figure 5. Outcomes and possible continuing effects of the San Diego County demonstration project.

occurs to individual B at agency Y. Thus, the relationship that was established originally to assist in the implementation of a specific coordination effort becomes, in itself, a resource that can be used in the pursuit of a variety of coordination objectives. These relationships among agency staff that have grown out of activities directly or indirectly related to the cooperative planning effort ensure at least the informal institutionalization of the cooperative planning process.

Analysis and Recommendations

What Could Have Been Done Differently to Improve Results

In reflecting on the experience of the San Diego cooperative planning project, it is possible to identify things that could have been done differently, things that could have been done that were not tried, and things that were tried that should have been avoided. In addition to specific tasks that could have been done differently, it is also possible to consider how the overall context in which the cooperative planning process has been pursued could have been different, which would in turn have led to different results. Finally, there were a number of factors that could not have been modified (e.g., national developments in employment and training policies, cuts in agency budgets, attitudes and perspectives of participants in the process) but had a significant impact on how the project progressed. Since these factors are part of an environment in which cooperative planning efforts occur, an attempt is made to identify some of the ways to deal with them in a later section of this chapter.

A critical point in the San Diego project was the start-up period in the fall of 1979. At that time, the following decisions were made jointly by the advisory board and project staff:

(1) Project staff should proceed to implement the workplan as outlined in the proposal; and

(2) the advisory board will function primarily as an advisory body to review products prepared by project staff.

These decisions set the tone and direction for subsequent activities. Basically, this general approach to implementing the project resulted in staff generating a substantial amount of material that was, in turn, reviewed and commented upon by the advisory board. The benefit of this approach is that it was useful having project staff explore how agencies might proceed to implement a formalized cooperative planning process. The deficiency of this approach is that it did not pave the way to an institutionalization of cooperative planning at the local level, because the general focus of effort, although consistent with the goals and objectives of the proposal, did not reflect the immediate concerns of the agencies. Looking back, what was hoped for was that a system of cooperative planning would be put into place that would ultimately be able to address more effectively the concerns of the separate agencies. What was not fully recognized, however, was the extent to which establishing a cooperative planning system requires that attention be paid to the immediate and changing needs of the participating agencies. In other words, an approach that calls for stepping back from day-to-day activities and trying to modify the manner in which events and priorities are addressed is inappropriate in the real world of constant change and shifting priorities.

Recognizing this mistake, the project's approach should have been as follows:

(1) Definition of agency priorities. A first step in the project should have been for the advisory board members to identify the immediate priorities of their individual agencies, without particular reference to interagency coordination. Once these priorities were identified, both the advisory board members and project staff would have attempted to identify to what extent these priority issues related to the broader issue of interagency coordination. The project staff would then have concentrated on those priority issues that required (or at least would be affected by) interagency coordination.

(2) More advisory board involvement. Because the San Diego project had substantial staff resources (five full-time and two part-time employees), there was a natural inclination on the part of the board to allow the staff to plan and perform all the project activities. Also, because the grant was administered by RETC, the project staff had offices in RETC, the project director was an employee of

RETC, and RETC administrators chaired advisory board meetings, the other board members often seemed to consider themselves as advisors to RETC's project. Consequently, they did not become involved in project activities beyond the review of products presented to them by the project staff. In retrospect, perhaps there should have been more of an effort to ensure that advisory board members were actively involved in the project.

(3) More dialogue between the state Project Advisory Committee (PAC) and the local advisory board. Because the San Diego project had such a large staff, it did not appear necessary to the advisory board that they communicate directly with the PAC. But looking back, it seems that the process, particularly during the early phase, would have benefited from an open dialogue between the PAC and the local advisory board as to what could be accomplished and how the project shuld proceed.

In addition to the overall changes in approach discussed above, the process of looking back suggests how specific coordination efforts should have been pursued differently, perhaps with the result that initial assessments would have resulted in various activities not being pursued. For example, reconsidering the linkage between RETC and Department of Rehabilitation, the approach should have been simply to establish a better working relationship between the Department of Rehabilitation and RETC rather than pursuing a financial agreement. Of course, the primary reasons for abandoning the financial agreement in favor of the nonfinancial approach were the obstacles that were encountered in trying to get approval for the financial agreement. At the time the idea was first being considered, however, we should have thought through the entire process to identify specific obstacles to implementation of the effort and areas in which we lacked information. This latter element, the identification of unknowns and lack of knowledge, is perhaps the planning activity that is most often not given enough attention when considering possible coordination efforts. If there are a number of unknowns associated with a particular coordination idea, then actions on the idea should be deferred until the situation has been better researched. A number of initiatives were started prematurely during the life of the project.

In summary, if there were an opportunity to do things over, more caution would be used in proposing and proceeding with ideas for interagency coordination. A standard series of questions, in the form of a checklist, would be applied to each idea. If the idea passed this first hurdle, only then would it be pursued further. This issue of establishing some criteria for assessing potential projects is critical, since the pursuit of unsuccessful projects has a negative effect on the overall effort to establish and institute an ongoing cooperative planning system, by using valuable project resources, demonstrating that coordination does not always work, and dampening enthusiasm for cooperative planning. If restraint and caution are exercised, there is a greater prospect for successful activities that, in turn, enhance the whole process by demonstrating how coordination can work.

Tips to Other Local Areas on How to Proceed with Cooperative Planning

The following are some of the major things learned from the San Diego experience at cooperative planning that may be useful to other local areas.

Structure the effort around local conditions and priorities. An explicit effort should be made to establish a framework of objectives for cooperative planning that reflects local conditions and priorities. To accomplish this, the following steps are recommended:

- Have interagency discussions before the process gets underway to ensure there is agreement on what is to be accomplished.
- Ask the question "Is this system workable, and will it give us the results we desire?"
- Make an effort to proceed with appropriate discretion to avoid setting goals that are unattainable.

Limit the extent to which local coordination efforts are pursued (avoid fragmentation of effort). One successful coordination activity is far better than many incomplete or unsuccessful initiatives. There will always be a wide range of local coordination concepts that have merit; however, even the simplest project is often fraught with unforeseen obstacles, which

can result in the required effort being far more extensive than originally anticipated.

Emphasize information exchange. The simple and sometimes mundane process of exchanging information on developments among local agencies is the most useful single thing that can be done to promote and sustain cooperative efforts.

Emphasize development of interpersonal relationships among agency staff. Wherever possible, efforts should be made to promote the development of interpersonal relationships among staff of different agencies. Such relationships can provide the basis upon which long-term cooperation can take place. One way to develop these types of relationships is to encourage the establishment of ad hoc interagency work groups to address specific issues of immediate concern to the particular agencies. Wherever possible, such interagency groups should be composed of individuals who have particular interests and knowledge regarding the problems being addressed.

Coordination objectives should be identified by agency administrators. While agency staff can often name many interagency issues they would like to see resolved, it is prudent to impose guidelines whereby only issues that are identified as priority issues by agency administrators or governing boards are extensively pursued. Agencies, both individually and collectively, have limited resources, and these resources should be committed first to those issues or problem areas that are of immediate and overriding concern to the agencies.

What State Agencies Can Do to Promote Cooperative Planning at the Local Level

This effort to establish a cooperative planning system at the local level, with the joint participation of state and local agencies, has identified a number of ways in which state agencies can assist in the development and maintenance of such a system. Involvement at the state level is essential, since local-level agencies are limited in what they can do by guidelines and policies established by their parent agencies. Based on the San

Diego experience, some of the ways in which state agencies can promote local cooperative planning are the following.

Continue efforts toward cooperative planning at the state level. Perhaps one of the best ways to promote local cooperative planning is for there to be an ongoing complementary effort at the state level. Continuation of the demonstration program Project Advisory Committee, or a similar structure, would be one way to ensure this capacity. Such an interagency planning body would provide the focal point for dialogue with local agencies. With a mechanism like this in place, local agencies would have a means of presenting issues at the state level regarding coordination. For example, local agencies in a particular county may find a particular coordination effort stymied because of procedures governing the activities of state agencies. With a state interagency planning body in place, there would be a forum at which this issue could be presented, discussed, and resolved. A long-range benefit of a state interagency planning effort could be the eventual development of policies and procedures on the part of state agencies that would make coordination less difficult at the local level.

Establishment of local coordination objectives by state agencies. Wherever appropriate, state agencies should establish explicit coordination objectives for the local level. Presently, it seems that state agencies vary considerably in the degree to which they specify how they want to see coordination proceed at the local level. The extent to which state agencies identify particular coordination activities for local agencies will determine which local-level activities are undertaken.

Make resources available to the local level to support coordination. Perhaps one of the most obvious findings of the local cooperative planning project is that coordination requires the commitment of resources to be effective. Even the most simple type of coordination effort can escalate into a substantial undertaking that will, in turn, come to a halt without sufficient resources. Recognizing this fact, it would seem worthwhile for state agencies to ensure that some funds are set aside to support coordination and cooperative planning at the local level.

Establish and utilize evaluation criteria to measure the effectiveness of coordination efforts at the local level. To ensure that local-level agencies recognize the importance of coordination and undertake activities necessary to establish essential linkages, specific criteria and associated evaluation measures should be established by the state. Such guidelines can be used as both an incentive to local efforts and as a means of providing direction to local efforts.

Develop compatible planning guidelines for local agency operations. One barrier to cooperative planning at the local level is that there are different planning guidelines that must be followed by local-level agencies. If these guidelines can be made more compatible, it would be easier for local cooperative planning to take place. Just as agencies have grown to perceive planning differently as a result of having to adhere to different guidelines over time, so conversely they can be encouraged to use cooperative planning approaches if coordination guidelines are established. This particular activity--development of common planning guidelines--ties in well with the earlier recommendation of maintaining a cooperative planning capacity at the state level. One of the activities of such a state body, for example, could be to develop common sets of planning requirements for local-level agencies.

Appendix to Chapter 3

Timeline of Project Activities

1979

March

- Request for proposals issued by the State CETA Office.

April

- Meeting held at Palomar College in northern San Diego County to discuss a project that would deal specifically with the North County area.
- Meeting held at EDD district office to discuss development of proposal for entire San Diego region.
- Second meeting held at EDD to discuss in more detail the structure and focus of a regional cooperative planning project. RETC agrees to be submitting agency and to take lead in proposal development.
- Work began on development of proposal. Proposal development staff met with agency representatives to discuss various aspects of the project.

May

- Proposal submitted to the State CETA Office.

July

- RETC notified of intended award of contract.

August

- Discussions initiated between RETC and other agencies as to project staffing.
- San Diego Community College District and County Department of Public Welfare expressed interest in participating in the project.

September

- RETC initiated internal discussion of how project will be accomodated within existing organizational structure.
- Work began on development of subcontracts between RETC and those agencies (EDD, Rehabilitation, and Welfare) that would have staff outstationed at project headquarters within RETC.
- RETC planning advisory board informed as to receipt of grant. Community-based organization (CBO) and private school representatives express an interest in participating.

October
- Subgrant submitted to State CETA for review.
- Letter of intent sent by State CETA authorizing RETC to incur expenses in association with implemetation of project.
- RETC selected project director and project secretary.
- RETC participated in selection of staff from EDD and Department of Rehabilitation to serve on the project.

November
- Project staff (director and secretary) were allocated office space within RETC.
- EDD and Rehabilitation planning specialists joined the project.
- Project director provided orientation to staff on specific objectives and tasks to be accomplished.
- Meeting of State Project Advisory Committee held in San Diego.

December
- First project advisory board meeting held to review project work plan, discuss structure of board, and so on.
- EDD and RETC agreed to coordinate activities relative to CWETA implementation; EDD planning specialist developed nonfinancial agreement in this area.
- Project staff provided RETC with proposal to use CETA funds to contract with Department of Rehabilitation to operate a combined-skills training and OJT program for Rehabilitation clients and other disabled CETA-eligibles. RETC accepted the proposal and proceeded to obtain approval of its local policy board to enter into sole-source agreement with DR.
- DR planning specialist began task of developing agreement in cooperation with various RETC staff and DR staff at both the state and local levels.
- Vocational Education planning specialist position filled from within RETC.

1980

January
- Project staff developed proposal for CETA 204(c) funds administered through the Californa State Department of Education. Objective of project was to improve coordination between employment training and vocational education.

- EDD planning specialist completed overview of EDD planning and services process. The objective of this and other project overviews was to provide a base of information regarding the activities of each of the individual agencies that would enable both project staff and advisory board members to better understand where coordination might occur and to develop a strategy for achieving that coordination.

- Information exchange among project staff was an important activity during this period, as staff tried to understand in more detail what specific services each agency provided and how these services might be linked on an interagency basis.

- Development of RETC/Rehabilitation contract. The Rehabilitation planning specialist developed a contract for the CETA training program to be implemented by the Department of Rehabilitation. A total of $400,000 was initially available for this effort.

- Welfare planning specialist joined the project staff.

February

- Steering committee meeting. Topics covered included:

  - CBO and private vocational education representatives added to project advisory board; and

  - review of various staff products (e.g., EDD overview, 204(c) proposal).

- Development of Rehabilitation/CETA contract continued. (During this period, many obstacles were encountered that resulted in substantial modifications to the original product.)

- Vocational Education specialist attempted to serve as a liaison to various vocational education agencies.

March

- DR planning specialist continued to develop contract for Rehabilitation project and attempted to deal with obstacles at virtually all levels (e.g., reluctance of State DR to accept concept; staff indifference at local level, complexity of CETA program requirements).

- Staff participated in meetings relative to CWETA coordination.

- Staff continued work on agency overviews.

- Staff began work on strategies for cooperative needs assessment and cooperative approach to labor market analysis.

April

- EDD analyst initiated work on joint program involving RETC, EDD, and DSS (i.e., Welfare).
- Staff met with vocational education representatives in northern and southern portions of San Diego County to discuss strategies for establishing a regional network of information exchange.
- Staff initiated work on assessment of local needs among Indochinese population, with the objective of developing a cooperative response to these needs.
- Project advisory board meeting: Items discussed included:
  - staff paper entitled "Strategy for Cooperative Needs Assessment," and
  - update on CWETA coordination efforts with draft of nonfinancial agreement (including procedures for implementation).

May

- Formal contract between RETC and DR abandoned in favor of nonfinancial agreement.
- Project staff gathered information relative to planning processes of respective agencies, with the objective of developing a coordinated strategy for information exchange.
- Staff began initial work on second-year plan.

June

- Project advisory board meeting. Topics included:
  - paper on cooperative needs assessment;
  - request from adult education administrators to be represented on the project advisory board; and
  - draft of second-year plan (emphasizing implementation of cooperative planning activities, joint plan development, and coordinated approach to development of interagency agreements).
- Outcomes of this meeting included:
  - staff advised to develop a master plan (development of this interagency planning document took up a substantial portion of the staff's time during the remainder of the first year and all of the second year); and
  - the advisory board decided not to invite adult education to participate on the project at this time and requested that staff develop a position paper on the matter of board membership for consideration at a later meeting.

July

- Comprehensive overview of Rehabilitation services completed (for incorporation into master plan).
- Staff began work on components to be included in master plan.

August

- Project advisory board meeting. Topics included:
  - paper identifying basic elements of master plan (board concurred in design of proposed plan and requested that staff proceed to develop the concept further); and
  - second-year plan, which placed increased emhasis on interagency planning and development of cooperative service agreements.

September

- Project advisory board meeting. Topics included:
  - proposal to establish a resource center for employment and training materials (the resource center would be based on the use of a computerized indexing process developed by Oregon State University, and a portion of demonstration project funds were allocated for data processing purposes); and
  - update on CWETA activity locally and statewide.
- Vocational education planning position on project filled by an individual with background in vocational education via a contract between RETC and the County Department of Education.

October

- Project advisory board meeting. Topics included:
  - first draft of master plan (included first four elements: (1) statement of purpose, (2) overview of participating agencies, (3) cooperative needs assessment, and (4) summary of individual agency plans); and
  - concept paper regarding potential linkages between employment and training programs and economic development projects.

November

- Staff continued development of master plan.
- Vocational education specialist attempted to establish a network for communicating with vocational entities throughout the San Diego region.

December

- Project advisory board meeting. Topics included:
  - survey of employment and training needs among WIN registrants served by the Escondido Office of DSS (report was intended to respond to an immediate need for information in this area and to demonstrate how, through analysis of basic administrative data compiled by one agency, information for other agencies can be generated);
  - update on development of master plan; and
  - discussion of concerns regarding CWETA.

1981

January

- Meeting of State Project Advisory Committee (PAC) held in San Diego.
- Interview held for replacement of DSS staff position. It should be noted that during this time DSS was going through a major reorganization, one result of which was an even greater emphasis on employment. As part of this increased emphasis on employment, there was a greater interest in linking DSS services with existing employment and training programs.

February

- New DSS staff person joined the project.
- Procedures relative to nonfinancial agreement between RETC and Rehabilitation were implemented. Rehabilitation staff person was assigned full-time to develop and monitor interagency referral process.
- Project advisory board meeting. Topics included:
  - report on State PAC meeting and discussion of AIR Handbook;
  - draft of interagency service matrix to be included in master plan; and
  - overview of DSS Indochinese Orientation and Employment Program. (The purpose of this and similar analyses was to develop a common base of knowledge as to what particular programs were underway to meet the needs of target groups that were served by all of the agencies.)

April

- Cooperative planning project staff played an active role in development of the RETC annual plan. Input from project staff was the basis for setting of goals by RETC (e.g., in terms of establishing service levels for particular target groups).

- Cooperative planning project staff took an active role in the development and design of a comprehensive program to combine the resources of DSS, RETC, and EDD to increase the number of AFDC recipients moved into unsubsidized employment. As with the joint planning activity discussed above, this involvement demonstrated how bringing together an interagency team composed of individuals knowledgeable of the activities of the respective agencies can be very useful in promoting interagency cooperation and coordination.

- Project advisory board meeting. Topics included:

    - advisory board subcommittees to be composed of staff from the various agencies to assist in cooperative planning activities (four subcommittees were established); and

    - staff effort relative to development of a matrix of training programs.

May

- Subcomittee meetings were held--with mixed results.

- Project advisory board meeting. Topics included:

    - Third-year proposal (advisory board recommended an approach that would be responsive to the requirements of State CETA);

    - progress of subcommittees; and

    - status of CWETA and other coordination efforts.

June

- Project advisory board meeting. Topics included third-year activities and general process of institutionalization.

- Joint development of comprehensive welfare design: Cooperative planning project staff continued to work with staff from RETC, EDD, and DSS to complete design of a coordinated employment strategy for assisting AFDC recipients.

July

- Project advisory board meeting held.

August

- Staff activities concentrated on completion of master plan and interagency services matrix.

September
- Project advisory board meeting. Topics included:
  - master plan (board reviewed final draft of interagency services); and
  - approach to be used during third year to ensure increased emphasis on structured information exchange.

October
- Project advisory board meeting. Topics included:
  - strategies for improving information exchange (including the use of a project newsletter); and
  - special analysis of the needs of the Indochinese population.

November
- Newsletter draft provided to board members.
- Outline of proposed Charter for Cooperative Planning presented.
- Report presented on mechanics of resettlement process and possibilities for a coordinated approach to meeting needs of refugee population.

December
- Draft of newsletter completed and distributed.
- Status report presented on agency programs and activities for balance of FY'82.

1982

January
- Project advisory board meeting held. Emphasis at meetings was on information exchange between board members, which often results in identification of areas of potential coordination (e.g., coordination of marketing efforts, cooperation in disseminatin of information on available services).
- The unusual state of flux in the employment and training area (particularly in the case of CETA) created some difficult problems for long-range planning, which has in turn had an impact on cooperative planning. Expectations as to the future degree of interagency cooperation should be clear sometime in the early summer when a bill replacing the current CETA legislation is enacted.

CHAPTER 4

THE COOPERATIVE PLANNING EXPERIENCE IN MARIN COUNTY

Mary O'Neill
Dennis Brown

Marin County Cooperative Planning Project

Marin County covers a 520-square-mile area and has a population of 224,000 people. The county population is characterized by high levels of education and income, and there are relatively few public assistance recipients. Marin is comprised of numerous small and medium-sized suburban and rural communities. As in many other predominantly suburban counties, the majority of Marin residents commute to jobs outside the county. Employment opportunities within Marin are provided mainly by small businesses, 80% of which employ fewer than ten employees. There are, however, five firms that employ 500 or more employees. Services and retail trades are the two largest within-county industries and account for over half of these employment opportunities.

Marin employers require experienced workers. Clerical positions even in the smallest offices, for example, typically require typing, bookkeeping, and a variety of other secretarial skills. Sales persons are expected to have thorough knowledge of their products and considerable experience in how to close a sale. Most jobs in the skilled trades require journeyman-level skills. Surprisingly, however, employers are either unwilling or unable to pay for the high standards expected, and in the case of clerical personnel, for example, wages are generally $150 to $200 less per month than are offered for similar positions in San Francisco.

The labor market in Marin is currently in a rather depressed state. Small employers are not hiring new employees, and many of these employers are laying people off. The larger employers are using work-sharing strategies to avoid having to lay off workers. This tightening of the labor market, combined with the rising cost of living in the county and the cutbacks in funding for public service programs, has drastically affected conditions

for low income, minority, and handicapped persons. The problems of these population groups, together with the fact that any new jobs that do become available require skilled workers, have made it essential that Marin draw upon its considerable experience in cooperatively planning employment and training programs to ensure that existing resources are utilized most effectively.

Description of the Agencies that Took Part in the Demonstration Project

Marin has an established history of informal, voluntary interagency planning for employment and training services, which began under the auspices of the Marin Industry-Education Council in 1969. The administrators of the major employment and training agencies in the county were asked to become part of the cooperative planning demonstration program in the summer of 1979. They formed a project steering committee called the Marin Cooperative Planning Council, which developed project objectives and directed the activities of a full-time project director, or planner, who was hired in 1980. The council is made up of directors and managers from the following agencies: Employment Development Department (EDD), Department of Rehabilitation (DR), Office of Employment and Training (CETA), Health and Human Services (HHS, which includes Welfare and Mental Health Departments), Community College District, County Office of Education (which includes the Regional Occupational Program--ROP), and Community Action Marin (CAM, one of the larger community-based organizations).

Due to the size of Marin County, EDD, DR, and CETA have only single offices in the county. CETA and DR rely on ROP and community college programs to provide training for their program participants. In fact, CETA has used some of its resources to upgrade these programs rather than attempting to operate its own (separate) training programs. ROP has one administrative office and twelve program sites in the county. Health and Human Services, which includes several other agencies, provides public assistance services, food stamps, and Medi-Cal benefits from its office located in the Marin Civic Center. Due to budget cutbacks that occurred during the period of the demonstration program, Health and Human Services had to close several service centers around the county and bring these program functions back to the

civic center. Welfare staff are colocated at the EDD office and are part of the county's coordinated approach to implementing the Work Incentive (WIN) program. Community Action Marin acts as an umbrella agency providing a variety of supportive services (e.g., child care programs, single mothers support groups) to low-income people.

Figure 6 describes the pattern of interagency coordination that existed when the demonstration project began in 1979. Health and Human Services and EDD had a nonfinancial agreement whereby welfare staff were located at EDD to work with WIN clients. The social workers participated with EDD staff in orienting and registering clients for this program. Health and Human Services also worked with Community Action Marin to develop a welfare advocate program for which Community Action Marin provided the staff persons and Welfare provided the advocacy training. CETA, as noted earlier, had been relying on and supporting ROP and community college programs for several years to provide vocational training for its clients. All the agencies participating in the cooperative planning project have well-established referral systems with one another as well as with other agencies that provide various supportive services for their clients. For example, because CETA and the Department of Rehabilitation often serve common clients, counselors from both agencies have established collegial working relationships that result in resources from both agencies being utilized efficiently to provide services to clients.

In addition to these interagency linkages, there are a number of advisory councils and committees concerned with employment and training issues in the county (e.g., Private Industry Council, Youth Advisory Commission, Employment and Training Commission) that have broad and often overlapping memberships. Marin has made it a practice to use existing committees, whenever possible, to respond to federal and state program requirements. For this reason, most of the members of the cooperative planning council are also members of other advisory boards and have worked with each other for several years. They have a broad working knowledge of what is taking place in the county and were well prepared to work together at the start of the demonstration program.

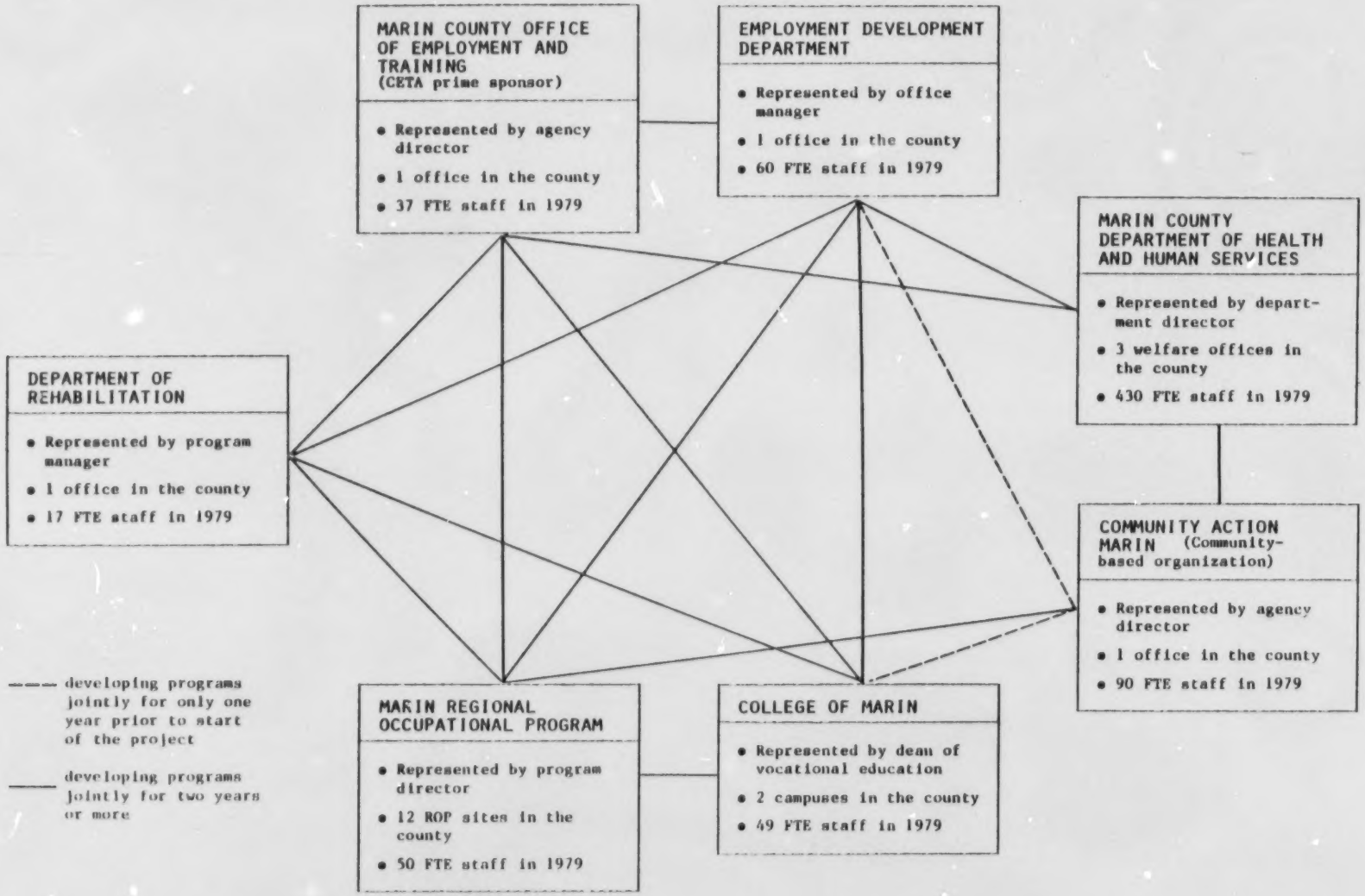
MARIN COUNTY OFFICE OF EMPLOYMENT AND TRAINING (CETA prime sponsor)
• Represented by agency director
• 1 office in the county
• 37 FTE staff in 1979
EMPLOYMENT DEVELOPMENT DEPARTMENT
• Represented by office manager
• 1 office in the county
• 60 FTE staff in 1979
MARIN COUNTY DEPARTMENT OF HEALTH AND HUMAN SERVICES
• Represented by department director
• 3 welfare offices in the county
• 430 FTE staff in 1979
DEPARTMENT OF REHABILITATION
• Represented by program manager
• 1 office in the county
• 17 FTE staff in 1979
COMMUNITY ACTION MARIN (Community-based organization)
• Represented by agency director
• 1 office in the county
• 90 FTE staff in 1979
MARIN REGIONAL OCCUPATIONAL PROGRAM
• Represented by program director
• 12 ROP sites in the county
• 50 FTE staff in 1979
COLLEGE OF MARIN
• Represented by dean of vocational education
• 2 campuses in the county
• 49 FTE staff in 1979
developing programs jointly for only one year prior to start of the project
developing programs jointly for two years or more

Figure 6. Characteristics and prior working relationships among Marin County agencies represented on the demonstration project steering committee.

How the Agencies Came to Be Involved in the Demonstration Project and What They Hoped to Gain from Participation

Marin County was invited to become part of the demonstration program because of its long history of interagency coordination. The ROP and the CETA prime sponsor played a key role in bringing together and gaining the participation of the EDD, DR, and community college administrators. This group formed the original steering committee for the cooperative planning project. Prior to the formation of the council, these agencies had been meeting with each other on an informal basis and had been engaging primarily in the sharing of information. The formation of the council offered members an opportunity to do more comprehensive planning and to move beyond the usual reactive sorts of planning that are engaged in when emergencies arise. In addition to becoming involved in more comprehensive planning activities, ROP had two specific goals for joining the project: (1) to update an existing video film depicting training opportunities in Marin and (2) to redo a matrix listing all training programs offered by ROP and the community colleges.

The director of Health and Human Services was interested in cooperative planning and, after visiting the San Mateo Welfare Reform Program, believed that cooperative planning would be an excellent way to improve services to welfare recipients in Marin. Because of his interest, this agency director was invited to become a member of the steering committee and has proved to be an important addition to the council. Community Action Marin was looking for new ways to become involved in the community and requested membership on the council. Community Action Marin provided representation for community-based organizations.

Description of the Initial (Official) Objectives Established for the Demonstration Project

The original objectives for the Marin County cooperative planning project were broad and general. As the project evolved, they became more clear and focused. The first objective was to support countywide planning to prevent duplication and to provide more effective employment services to

clients. To achieve this goal, the council began to meet on a regular basis, hired a planner to coordinate council activities, and directed the planner to carry out specific tasks and collect and report information to the group. The council planned to review all new employment and training programs proposed for Marin to ensure that best use would be made of existing service delivery systems. The second objective was to provide a comprehensive picture of employment, training, and supportive services in the county so that a more effective service delivery system could be established. The activities undertaken in support of this objective were (1) to develop and analyze a matrix that would identify overlaps and gaps in services; (2) to conduct a feasibility study of the best methods for producing a county resource directory of available services; and (3) to review and disseminate information regarding employment, vocational training, and related services.

The third objective was to promote streamlining and sharing of services among agencies. The principal activity undertaken was to identify existing employment and training organizations that referred clients to public agencies for services. Other activities included identification of areas for coordination, assessment of whether agencies could feasibly share services (such as coordinated in-take), and location and use of private funding to fill gaps that could not be met by public funds. The fourth objective was to obtain and disseminate in a usable form valid and reliable data on client needs. Planned activities included conducting a needs survey, ascertaining economic factors affecting client needs and abilities to complete training, conducting a survey regarding career interests, reviewing existing data pertinent to Marin County (e.g., the Marin County Master Plan), and exploring the feasibility of designing a computer program to facilitate the collection and feedback of follow-up data. The final objective was to assemble reliable local data on present and future job demands and the supply of trained workers and to disseminate this information to local educational and employment programs. This effort was to be tied into the statewide labor market information system. The council proposed to conduct a job market survey to identify areas in which new occupational training programs were needed and to disseminate job market data to local vocational training and employment programs.

Description of the Activities Undertaken and the Materials, Written Agreements, and Other Products Produced

Table 1 provides an overview of the various activities the cooperative planning council became involved in since the demonstration project began in 1979. During the first six months of the project, committee members began to define a focus for their activities and established goals. As noted earlier, the original focus was on the planning needs of public programs that provided vocational education services. This focus was broadened when council membership was expanded to include Community Action Marin and Health and Human Services. The steering committee also believed that cooperative planning would enable planning to be done deliberately rather than only in response to crises. The steering committee hired a planner to organize committee meetings and carry out tasks for the group. A job description for the planner was drawn up, the Department of Rehabilitation agreed to donate office space for the planner, and council members conducted the screening and hiring procedures. Also, during this time, the County Office of Education completed a matrix listing all vocational training programs offered by ROP and the two community colleges (this matrix was distributed throughout the county), and the Private Industry Council, which was not represented formally on the planning council, conducted a survey of Marin employers.

Once the planner was hired, the council began to meet on a monthly basis. These meetings provided a forum where information and ideas could be exchanged. Council members made a commitment to attend regular meetings and had an opportunity to become more familiar with the problems and changes occurring within each agency. For example, in October 1980, the council acted as a forum for discussing budget cuts affecting DR. These discussions resulted in the development of informal agreements between CETA, DR, and EDD to ensure the continued availability of needed services to handicapped persons. The council also sent a letter to agencies and private organizations outlining what services would continue to be provided and by whom. The purpose of the letter was to prevent any misunderstandings that would have resulted in clients not being referred to DR. The council's letter stimulated community interest and eventually led to the Marin County Board of Supervisors supporting a letter from the community to the Governor's Office

Table 1

Timeline of Activities and Events for the Marin County Demonstration Project

1979

March	• Request for proposals issued.
May	• Proposal submitted to the State CETA Office.
July	• Marin County notified of intended award of contract.
December	• Meeting of the State Project Advisory Committee (PAC) held in San Diego.

1980

January	• Meeting of agency representatives held to decide to accept the subgrant.
	• Marin County's subgrant was cleared ($30,000).
February	• Representatives of Health and Human Services and Community Action Marin added to the Marin County Cooperative Planning Council.
March	• First official meeting held of the Cooperative Planning Council.
April	• Plan developed for initiating Targeted Jobs Tax Credit accreditation.
July	• Meeting of the PAC held in San Diego.
August	• Council hired a project director (planner).
	• Cooperative Planning Council meeting.

Table 1 continued

- Council set up regular monthly meetings.
- Areas defined to focus on for the next year, such as developing a matrix, analyzing programs, and developing a resource directory.
- Information gathered on agencies and resources in Marin.

September
- Cooperative Planning Council meeting.
- Council decided not to do a pamphlet on available resources.
- Project subgrant renewed for second year ($54,556).
- Information continued to be gathered on agencies and resources in Marin.

October
- Cooperative Planning Council meeting.
- Cutbacks in Department of Rehabilitation funds were disclosed. Letter from council alerting other agencies about these cuts and their ramifications was circulated.
- Gathering of information and resources in agencies and resources in Marin was completed.

November
- Cooperative Planning Council meeting.
- Meeting of the PAC held in Sacramento.
- Calendar listing workshops and other agency activities developed and mailed on a monthly basis.
- Needs to coordinate job development among agencies and to know what kinds of employment and training services different agencies are providing were discussed.

December
- Cooperative Planning Council meeting.
- Need to move beyond linkages to a system of integration discussed.
- Proposal developed and presented to the council by the CETA administrator on how integration of services could be accomplished.

Table 1 continued

1981

January

- Cooperative Planning Council meeting.
- Council endorsed a letter supporting continued funding for family planning services.
- Council adopted the General Relief/CETA integrated services concept paper and supported CETA in seeking funds for this project.
- Council instructed the planner to gather information for GR/CETA project.
- Council agreed to monitor the integrated services project, to become the policymaking body for that project, and to work out turf and staff issues.
- State PAC meeting held in San Diego to discuss the current status of the demonstration program and the future of cooperative planning.

February

- Cooperative Planning Council meeting.
- Council reviewed the video script and format for the ROP video tape on training opportunities in Marin.
- Options that could be pursued if the GR/CETA proposal were not approved were discussed.
- Reports completed on the GR employable and disabled populations and on Solano County's GR/CETA linked program.
- Third year plans for the cooperative planning project submitted to the State PAC for review.

March

- Cooperative Planning Council meeting.
- Joint agency meeting held to consider Indian Valley College's Project Care proposal.

Table 1 continued

April

- Cooperative Planning Council meeting.
- The council reviewed the following proposals and took the actions described:
  - Veteran's Dishonorable Discharge Program (endorsed);
  - Child Care Employer Task Force (endorsed); and
  - Indian Valley College's Project Care (reviewed the proposal and outlined what elements needed to be added so services would be coordinated with other programs).
- Meeting with staff of San Mateo County Welfare Reform Program held to collect information on the project structure and problems encountered in setting up their integrated program.
- Special meeting held to discuss Indian Valley Project Care and how this project could be coordinated with existing services. (Key staff from both of the community colleges and from the State Department of Social Services as well as council members attended this meeting.)

May

- Planning for the GR/CETA integrated services project continued.

June

- State PAC meeting held in Sacramento to consider project plans for third year funding and institutionalization of cooperative planning.
- Cooperative Planning Council meeting.
- Role defined for planning council to play in the GR/CETA project.
- The ROP video film depicting training opportunities in Marin was reviewed.
- Council members met with staff from the San Francisco Foundation to explore the possibilities of developing a dialogue on employment and training issues.
- Problems of low-income and disabled persons and the need to include these people in the Marin Educational Foundation Scholarship Program discussed.
- Meeting held with Health and Human Services staff to begin discussing and planning specific issues related to GR/CETA project implementation (e.g., where intake should be located, how the new program could be interfaced with food stamps and Medi-Cal).

Table 1 continued

July

- Cooperative Planning Council meeting.
- Council reviewed several proposals and made recommendations on how the proposed programs could be upgraded.
- Council discussed how staff from other programs (e.g., ROP) could become involved in various components of the GR/CETA project, such as job search.

August

- Cooperative Planning Council meeting.
- Planner met with administrators of employment and training agencies in Sonoma County to discuss how the Marin Cooperative Planning Council was organized and is operating.

September

- Cooperative Planning Council meeting.
- Meeting held with the Marin Educational Foundation to discuss how scholarship money is used and how better to meet the needs of low income and disabled persons.
- Planner met with staff person from Sonoma County to discuss how this person could begin to develop a cooperative planning council for that county and to share information on projects the council had developed.
- Development of workshop materials for GR/CETA integrated services program continued.

October

- Cooperative Planning Council meeting.
- The council addressed the issue of whether community-based organizations (CBOs) should be voting members on the council and developed a policy on this issue.
- Council decided to ask Community Action Marin to act as the representative for all CBOs in discussions of employment and training issues at cooperative planning meetings.
- Marin Education Foundation Scholarship formula found not to be sensitive to the needs of disadvantaged persons, and the council decided to propose a new formula.
- Services and jobs needed to be coordinated for summer youth employment. Council was proposed as a forum that could bring agencies together to do the planning for this employment thrust.

Table 1 continued

- Council shared ideas on how to contact the business community.
- County Office of Education introduced its new work experience/ placement specialist for special education and handicapped youth.
- Training conducted jointly for staff on the data processing systems within participating agencies.
- Cooperative Planning Grant renewed for third and final year ($34,000).

December

- Cooperative Planning Council meeting.
- Budget cuts for all the agencies and how these cuts would affect the level of employment and training services in Marin were discussed. The council decided to work on a plan to maintain an acceptable level of services.
- Several agencies including the Southeast Asian Resettlement Center identified a need to get Southeast Asians to a point where they can become employable and where their communication skills would enable them to interview for and keep a job.
- The Marin Cooperative Planning Grant was cut to $24,000 due to cuts in State CETA monies.
- The need to develop a common form that all the agencies could use to track clients in the GR/CETA project was discussed.
- Council reviewed and endorsed a proposal for the Southeast Asian Resettlement Center to train Southeast Asians to work as paraprofessionals in various agencies, such as Health and Human Services.
- Matrix of agencies by employment and training functions completed.
- Meeting held with staffs from EDD, CETA, Department of Rehabilitation, and Welfare to work out details of how staff would help EDD in operating the job search workshop and the employer telephone room.

Table 1 continued

1982

January

- GR/CETA integrated services project began, with intake located at the CETA office and staff from CETA, Welfare, Department of Rehabilitation, and EDD working together in providing and monitoring the job search workshop and the employer telephone room.
- Cooperative Planning Council meeting.
- Council began to explore some of the options that could be taken as funds for programs are decreased, such as sharing space and staff.

protesting the budget cuts. The council has continued to share information on agency budgets and projected changes in programs. In dealing with these changes, the council looks for ways to maintain acceptable levels of services for Marin.

The council also explored the possibility of developing an employment and training resource directory. After further discussion, however, the council decided not to develop the resource directory. The council felt that existing information sources, namely the Marin Volunteer Bureau's Resource Directory and the daily networking done among counselors, were adequate. To ensure that existing resources would continue to be used efficiently, a calendar was developed and sent out to employment and training counselors and other supportive agencies in the county. This calendar provided information on all available employment and training related workshops in the county. At this same time, the planner collected information on gaps in employment and training services and prepared an overview describing how each agency worked. Key people were located in each agency who could provide information on the clients and program mechanisms. This information and these contacts were helpful later when plans were developed to integrate services.

Another concern identified by the council was that too many agencies seemed to be engaging in job development activities in Marin, contacting employers independently without any coordination of their approaches. As noted, the number of employers in the county is not that large, and contacts with employers need to be coordinated so as not to cause problems for the agencies and the employers. For this reason, a matrix was constructed, including both public and private agencies, that identified whether or not they did job development, what other services they provided, and what their sources of funding were. This is a first step toward developing a more coordinated approach to contacting county employers. However, there is much more work to be done in this area.

The council also found that the existing linkages among agencies did not resolve all gaps and overlaps in the provision of services. This led the CETA administrator to develop a proposal for integrating the delivery of employment and training services. This proposal was eventually funded by

the State CETA Office. The process of writing and revising the proposal helped focus the efforts of the council. It provided the council with a way to take the next step beyond a system built on interagency linkages to one of integration of services. Recipients of general relief benefits were selected as the target population for development of this integrated services model. Existing employment and training services were limited for this group, and the proposed system would provide a needed expansion of these services. In addition, the proposed model would enable the council to include clients from other programs, such as WIN and DR. Finally, the proposal provided an important impetus for the council to begin to institutionalize itself as a planning body.

Since the funding of the integrated program, the role of the council in the program has been to review all program operations, to monitor their effects, and to make recommendations to resolve any administrative problems that may arise. All council members supported the application for obtaining state funding for this program, and, with the support of the council, managers and directors from each agency participating in the integrated program made substantial investments of staff time and other resources during the year that was required to put together the program.

In connection with the integrated services project, the council assigned several tasks to the planner: gathering information on the clients to be served; investigating rules and regulations governing food stamps, Medi-Cal, and general assistance services; and developing resource materials. Contacts with other projects that were developed through the demonstration program on cooperative planning enabled the planner to seek advice from the San Mateo Welfare Reform Project and the San Diego and Imperial County projects for information relevant to these activities.

One of the outcomes of these efforts to establish the integrated system was that agreements were developed so that staff from all the agencies can be trained and can participate in running workshops on various topics, such as job search assistance. Resource materials and expertise from various agencies have been volunteered to put together the program materials for these workshops. A set of agreements was also developed between CETA and

Welfare that involved moving initial assessment of general relief recipients from Welfare to the CETA office. Also, a mechanism was developed so participants could be referred more easily for food stamps, Medi-Cal, and other welfare services, and procedures were set up so that participants would receive benefits more quickly.

The video film depicting training opportunities in Marin, which was developed by ROP with funds from the first-year cooperative planning grant, has been incorporated into the orientation component of the integrated program. As the forum solved administrative issues and helped work out staff resistance to change, the council developed strategies that could be used to deal with staff resistance to implementing the new program. They decided to make the firm management decision that the new program would replace the existing welfare assistance program. Also, the council helped the project get unstuck when its development became bogged down. For example, the council looked for alternative ways to fund the integrated services program when it looked like state funding might not come through.

This project has become a joint effort to integrate services, and to varying degrees, each agency has developed a stake in seeing to it that the project is successful. One of the ways ownership of integrated services is being developed is that staff from different agencies are working together and running the workshops. They are also working with clients who had not previously received services from the participating agencies. For this reason, staff have had increased opportunities to focus on client needs as a team rather than worrying about whose turf (clients) was being infringed upon.

By taking the step to integrate services, Marin, in a very short period of time, is beginning to see some results of its efforts. One of the most recent outcomes of the integration of employment and training services occurred when, in response to the cut in funds for Southeast Asian refugees, CETA, Welfare, DR, EDD, ROP, and the College of Marin were able to mobilize resources quickly and develop a plan that would enable these clients to become employable. The integrated program model for orientation and job search assistance is now also being adapted for this refugee population.

Staff from the integrated services project will conduct the various project-related workshops with bilingual staff from CETA, Welfare, and DR and ESL (English as a second language) staff from the community colleges. Setting up this new program in such a short time would have been impossible without the integrated services model developed during the cooperative planning project. At present, the model is being adapted to promote the county's Summer Youth Employment Program. (Since fewer low-income youth will be served by CETA summer youth funds because of recent program budget cuts, the planning council, along with the Private Industry Council, will be developing a plan that will actively involve private employers in generating more summer jobs for youth.)

In addition to the integrated program and perhaps partly because of it, there are several other important highlights of the cooperative planning project. The council is acting as a sounding board for proposed employment and training programs. Prior to the formation of the council, groups wishing to start new programs contacted each agency individually. As a council, however, the agency administrators began requesting that groups wishing to start new programs present their program concepts to the council. This approach has enabled new programs to utilize existing services more fully and, in a number of cases, it has prevented duplication of services. The council has made recommendations to a number of programs so that these programs can be better designed and avoid duplication of services.

Recently, the council addressed the policy issue of whether additional agencies should be invited to participate in monthly council meetings. The council decided to extend invitations to other groups to participate on a nonvoting basis. The council felt it was important to keep the voting membership at its present size, which seemed to be conducive to decision-making. Also, the council decided to let the Marin Council of Agencies, which represents most of the private, nonprofit agencies in the county, know that they were invited to participate in council meetings as a nonvoting member and that the council welcomes their input on employment and training issues. It was also suggested that Community Action Marin might serve to keep the council informed about the programs and needs of community-based organizations and serve as a representative for the private, nonprofit agencies in Marin.

How Project Objectives and Activities Evolved over the Life of This Cooperative Planning Experience

Prior to the cooperative planning grant, cooperation was most frequently demonstrated in the form of informal linkages and was limited primarily to information-sharing among employment and training agencies. Agencies met with each other on an infrequent basis, and often these meetings were called hurriedly to deal with crisis situations.

During the three years of this project, the focus shifted as the council examined existing linkages among agencies and determined that these linkages left needs unserved or inefficiently served as a result of gaps and overlaps in existing programs. The council developed activities that would enable employment and training services to become integrated. The results of these efforts were that formal arrangements were made with all agencies represented on the council, with the exception of Community Action Marin. These agreements were significant in that they included colocation of staff, supervision of staff of one agency by staff of another agency, and using the resources of staff from a variety of agencies to provide services to clients in a coordinated manner. Regularly scheduled council meetings have enabled members to develop plans for continuing to provide services in the face of further expected budget reductions.

Description of the Roles Played by the Different Agency Representatives and Their Agencies on the Project

The CETA prime sponsor played the most active role in initiation of the joint planning efforts. All other agencies were supportive of these efforts, with Health and Human Services perhaps the most active supporter. Once plans for particular cooperative projects were adopted, all of the agencies represented on the council contributed to implementing these plans. This contribution included donating office space, staff, equipment, supervisory assistance, and financial resources. Because of the project, various agencies represented on the council have had greater opportunities to become involved

in joint efforts as proposed projects fell within their areas of expertise. For example, the ROP has been instrumental in helping set up recruitment of youth for the summer youth employment program, which will be conducted jointly by EDD and CETA.

Approaches to Institutionalizing Cooperative Planning and Interagency Coordination in the County after the End of the Demonstration Project

The cooperative planning grant enabled Marin to expand its existing cooperative planning efforts. The grant provided staff time, which, in turn, enabled the council to deal with planning matters in a deliberate and proactive style rather than only in a reactive fashion. The members of the council have committed time to participate in regular monthly meetings. These meetings provide an important forum where information can be exchanged and policy decisions can be made. The council is committed to the coordination that will be necessary as additional employment and training programs become integrated. It is the intention of the council to continue its cooperative efforts despite the loss of the staff position when the project grant terminates. The council has also discussed the joint contribution of agency funds to secure the necessary planning staff. Although formal plans have yet to be made, it is expected that the council members will continue to donate in-kind resources for the support of staff. On this project, for example, both office space and secretarial help were donated to support the activities of the project planner.

Aspects of the Project and Long-Term Effects That Will Likely Continue Without (Direct) State Funding

It is anticipated that a variety of key projects that were developed by the Marin Cooperative Planning Council will continue and enable Marin to continue to provide employment and training services in a time of declining resources. These projects include the CETA/General Relief (GR) Employment and Training Program that was expanded to serve AFDC (WIN) and Department of

Rehabilitation clients, the coordination of recruiting for more summer youth jobs, and providing job search workshops for Southeast Asians. Figure 7 depicts the relations between project activities and possible continuing effects in the future.

The following are examples of changes that have occurred as the employment and training system in Marin moved from service linkages to service integration.

Former System

Departments and staff were entrenched in the way they provided services and were hemmed in by local, state, and federal rules and regulations.

Current System (GR/CETA Integrated Services Project)

Through experimentation, development of new and more flexible approaches, and creative problem solving, many obstacles were overcome.

Example: According to regulations, GR participants had to be paid within 24 hours, and all GR participants needed money immediately. CETA developed a method to speed up its payments to participants and included activities that would immediately involve participants in the program.

* * * * *

Former System

Programs providing employment and training services often forced staff to act in the role of benevolent parents or to take disciplinary roles.

Current System

Through the clear explanation of program-related rules and client-centered workshops, participants are provided with tools to become self-sufficient through employment.

Example: The dropout rate of GR participants in the GR/CETA program is low. Participants change their belief system about their ability to become employed. Evaluations from participants about what they got out of the

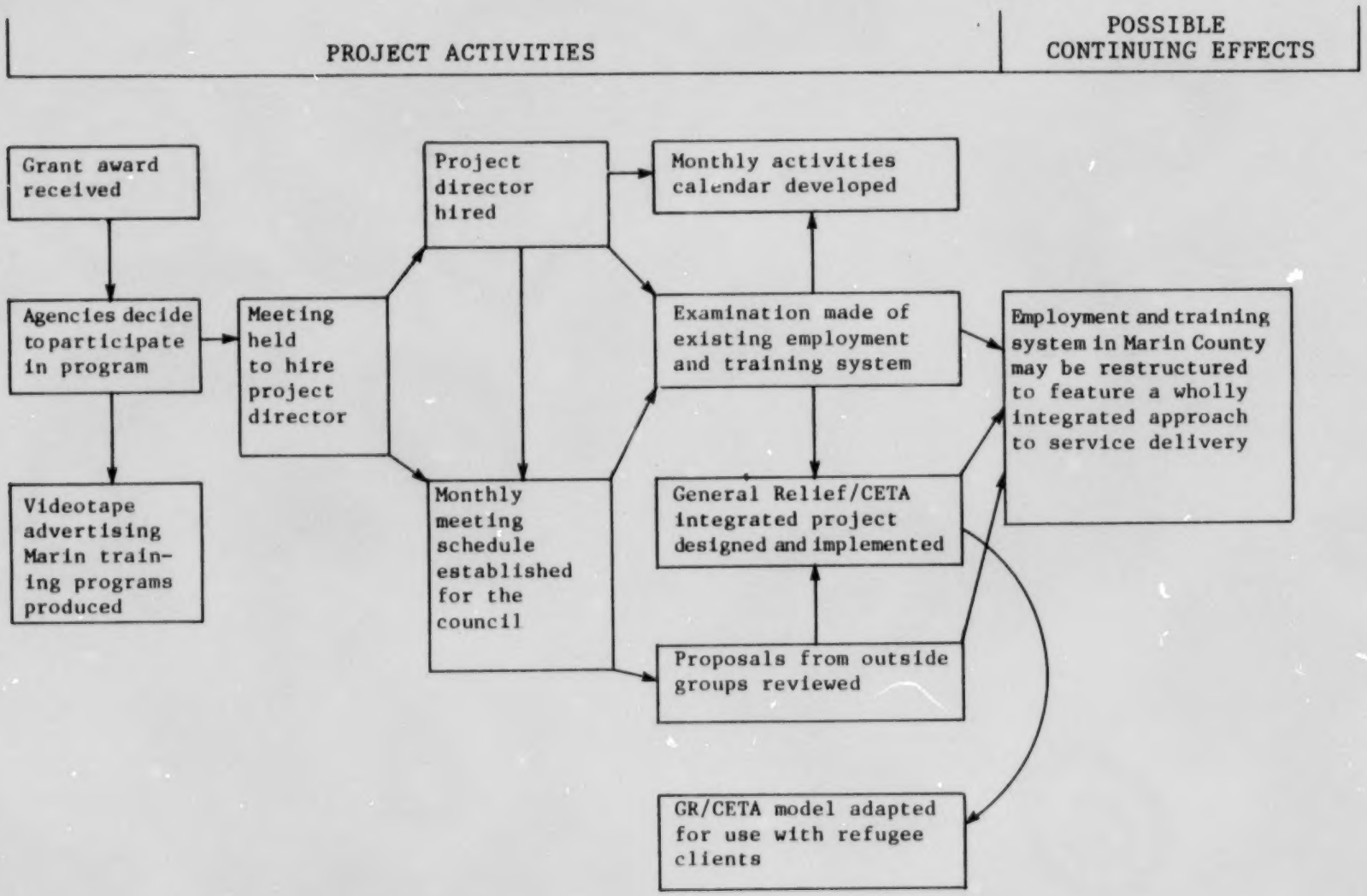
PROJECT ACTIVITIES
POSSIBLE CONTINUING EFFECTS
Grant award received
Agencies decide to participate in program
Videotape advertising Marin training programs produced
Meeting held to hire project director
Project director hired
Monthly meeting schedule established for the council
Monthly activities calendar developed
Examination made of existing employment and training system
General Relief/CETA integrated project designed and implemented
Proposals from outside groups reviewed
GR/CETA model adapted for use with refugee clients
Employment and training system in Marin County may be restructured to feature a wholly integrated approach to service delivery

Figure 7. Outcomes and possible continuing effects of the Marin County demonstration project.

workshops are very positive. Also, of the participants using job search, 65% become employed. Under the old system, GR participants manipulated the system to stay on GR and often did not look for work. The CETA Office is conducting a comprehensive review to determine why GR/CETA participants are dropping out of the program, and based on the findings, the GR/CETA program will be changed if warranted.

* * * * *

Former System

Participants were dependent upon the system, and staff were seen as the ultimate authorities.

Current System

Participants are encouraged to be autonomous, with staff there to provide assistance when necessary.

Example: "World of Work" and job search workshops give participants a set of "how-to" tools that they can use at any time in their lives to seek employment. Under the old system, participants had to depend on one-to-one counseling for help, and people passed through agencies several times.

* * * * *

Former System

Programs were resistant to input from clients.

Current System

Client input is encouraged and is used to make program improvements.

Example: Grievance procedures were used by participants so they could stay in the program and continue to receive money. These procedures had very little impact on the program, however. Under the new GR/CETA program, participants have access to formal grievance procedures as well as being able to evaluate the workshops they participate in. These evaluations help the workshop leaders improve the quality of the workshops.

* * * * *

Former System

Staff roles were permanently fixed and not at all flexible.

Current System

Choice and change in job roles is actively encouraged.

Example: In the new GR/CETA program, accounting and clerical staff are given an opportunity to lead workshops. Many staff members choose to conduct workshops in addition to their accounting or clerical duties.

What Could Have Been Done Differently to Improve Results

There are a number of aspects of the cooperative planning project that, if dealt with differently, could have improved results of this project. First, there should have been more active involvement of the staff from the agencies participating in cooperative projects. At the outset, the council's primary emphasis was to secure agreements among top agency officials. These agreements dealt with the manner in which projects would be designed and implemented. It is imperative that in future cooperative planning efforts staff be actively involved from the outset.

Second, it would have been helpful if the role of Community Action Marin had been more clearly defined earlier in the project. CAM might have been able to help the council develop stronger ties with community-based organizations that have concerns about employment and training needs. Also, CAM might have been able to act as a catalyst to develop new programs to meet employment and training needs that could not be met by public agencies.

Finally, it would have been useful to develop a centralized source of information on the client population, their needs, and the current levels of services provided. Presently, each agency has its own statistical data on clients and client needs. This information tends to be difficult to access because staff are often overworked and do not have time to look for and translate what is needed. There were a number of cases during the term of the project where this type of information would have been helpful in planning.

Tips to Employment and Training Providers in Other Counties on How and How Not to Proceed with Local Cooperative Planning

Based on our experience in developing cooperative planning efforts in Marin, the following tips may assist other counties in developing their own coordinated activities.

- The council needs to be made up of top administrators and managers who can speak for the agencies and make program decisions.

- The size of the council is important. It should be small enough so that decisions can be made easily. It should include key agencies that are able to network effectively with other committees and agencies.

- It is important to develop a common purpose and to engage in project activities in which all agencies can become involved. A first step might be to look at what is needed to maintain an acceptable level of employment and training services. Out of this, a joint plan for providing services can be developed. The projects that are developed to implement the plan will provide the council with focus, encourage attendance at meetings, and help develop a sense of joint ownership. Crisis situations, such as cuts in funds to key programs, can be used as a catalyst to get the planning started and to bring agencies together.

- It is important to anticipate where the council may encounter resistance to implementing new ideas. It is even more important, however, not to become bogged down and avoid taking action because resistance is encountered. The idea that something cannot be done should be eliminated from the council's thinking. Creative solutions and flexibility should be encouraged.

- In implementing a new plan that affects a number of different agencies, it is important that agency heads insist on cooperation and that the project be perceived as a joint effort by agency staff members. It is important to involve staff early on in the planning process for any activity in which they will be involved. One of the biggest pitfalls is that a new plan may be seen as a take-over attempt by one agency. Staff may fear losing their jobs, clients, and so on. It is important for administrators to stay on top of these types of issues and find positive ways to help staff deal with change.

- By using existing staff or other in-kind resources, locate and support one person who can serve as staff to the interagency council. The staff person will help the council carry

out its plans, organize meetings, and generally keep things together and focused. The staff person must be willing to represent the interests of the council and not the particular interests of the one agency he or she may work for. One of the keys is that the staff person must remain neutral on issues so that he or she can move easily through agencies to collect information or resources the council might need. The biggest pitfall is to become identified as working for the interests of one agency.

- At the beginning of setting up a cooperative planning effort, emphasis needs to be placed on the types of personalities participating in cooperative planning. It is important that individuals like and respect one another so they are able to work together and not sabotage project efforts.

What State Agencies Could Do to Promote Cooperative Planning at the Local Level

The following are activities that state agencies can engage in to promote cooperative planning at the local level.

- Avoid creating new rules and regulations without determining the nature of their impact on cooperative planning efforts. This would eliminate the need for waivers and enable local agencies to more easily attempt coordinated activities.

- Create incentives rather than barriers for administrators of local offices so that they will more often become actively involved in their communities.

- Provide technical assistance to communities that wish to initiate cooperative planning efforts.

- Develop a method to deal with client confidentiality that will not hamper information-sharing among agencies.

CHAPTER 5

ANALYSIS OF THE COOPERATIVE PLANNING DEMONSTRATION PROGRAM

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The persons overseeing the demonstration program had not considered the findings from the hundreds of prior coordination projects; there was confusion over which activities were appropriate as part of cooperative planning; and the demonstration sites were not comparable to most other counties because they were receiving outside support for their activities. Consequently, there was uncertainty at the outset concerning what would be learned from the demonstration.

California's three-county demonstration program on cooperative planning was intended as a learning experience for the participating local and state agencies and for state-level employment and training advisory groups. For this reason, the sites were selected to be demographically diverse, faced with different employment and training needs, and representative of different levels of prior experience with interagency coordination. In preparing the request for proposals (RFP), however, little attention was paid to the extensive amounts of prior research on interagency coordination. Consequently, the three projects were given little knowledgeable direction at the outset and rather inconsistent direction thereafter on how to proceed and make best use of the resources at their disposal. Moreover, the intended focus on planning rather than coordination, which includes a broader range of interagency activities, led to misunderstandings and confusion about which kinds of activities were appropriate for the projects to attempt. In fact, some project participants thought that their efforts were hindered by the focus on planning, since for many administrators, reacting to immediate service needs was consistently their highest priority. Finally, the design

of the demonstration, which provided grant monies to each of the counties to initiate and continue operations for the three-year period, ensured that they would not be comparable to other counties that would have to rely solely on local resources. This basic difference made it difficult to generalize from the demonstrations concerning the inclinations and abilities of local agencies in other counties to engage in cooperative planning. In short, as the projects began their activities in 1979, there was justifiable uncertainty as to what would actually be learned from the demonstration program.

> The evaluation team became an integral part of the demonstration program and did not perform an uninvolved, objective evaluation in the usual sense. Their technical assistance to the projects caused these demonstration counties to be less comparable to other counties that would have to undertake cooperative efforts without the same level of intensive technical assistance.

The Project Advisory Committee, composed of representatives from various state agencies and the two primary state-level employment and training advisory groups, commissioned an independent team of evaluators to document project activities and to determine what could be learned from the three counties. Of particular interest to the committee were generalizations that could be made across the sites and might, therefore, suggest problems to be anticipated and activities to be promoted in other localities. Documentation and generalization were but two of the responsibilities that the evaluators were asked to assume, however. Providing technical assistance and personal support to the projects as well as troubleshooting services for the participating state departments also became part of the evaluation team's scope of work.

Under the former category, the evaluators were to listen and offer counsel to the participants in each of the counties, work with these participants to overcome any obstacles that presented themselves, and provide technical assistance materials and suggestions of methods for accomplishing desired coordination goals. Under the latter category (providing troubleshooting services to state agencies), the evaluators were to attempt to

resolve "problems" (as perceived by the state-level participants) at the demonstration sites. In addition, the evaluators performed some functions similar to project monitoring for the purpose of supplying the Project Advisory Committee with the necessary information to consider budget requests from the projects and provide them with directions on how next to proceed. Thus, the evaluators became an integral part of the demonstration program, performing a number of distinctive functions; but because of this involvement, the evaluation cannot be viewed as an uninvolved, objective assessment in the usual sense. Also, to the extent that their technical assistance helped the projects or their data collection burdened the projects, these three sites are even less comparable to other counties trying to coordinate services on their own.

> Given their diverse responsibilities and audiences, the evaluators used a variety of information sources and reporting formats. Their Handbook for Interagency Coordination presents specific strategies for undertaking local-level cooperative efforts. This chapter, in contrast, focuses on the five major findings of the study related to (1) organization of local planning councils, (2) factors contributing to project success, (3) involvement of the private sector, (4) gathering and sharing information on services and community needs, and (5) effects of state bureaucracies on local interagency initiatives.

Because the evaluation component of the demonstration program served many different purposes, several different methods of data collection and reporting were used. All documents produced by the demonstration projects were reviewed, and the extent of their dissemination and effect within each county was assessed. Evaluations of more than a hundred previous attempts at interagency coordination and case studies of innovative procedures in human service agencies were reviewed and summarized. Interviews of project participants at both the state and local levels were conducted regularly during the course of the project. Finally, on-site observations and mailed questionnaires on specific topics related to interagency coordination were used to round out the data base in terms of which project experiences were interpreted and generalized.

Several types of reports and resource materials were produced by the evaluation team to meet the distinctive needs of different program participants. An annotated bibliography of materials on interagency coordination was disseminated during the first few months of the study. Two edited volumes of prior research, one on interagency coordination and one on promoting innovations in agencies, were distributed. Six technical reports, four issues of a newsletter entitled Cooperative Planning, and three journal articles also were produced during the course of the program. The product with perhaps the greatest potential for instructing other counties, however, is the Handbook for Interagency Coordination, which incorporates insights and examples from the three demonstration sites along with illustrations, self-assessment quizzes, and information from prior studies of interagency coordination. This handbook, produced by the evaluation team in close cooperation with the Project Advisory Committee, will be disseminated among employment services offices in California by the State CETA Office and will be published commercially to ensure widespread distribution to other agencies and states. All of these products are described in the appendix of this final report.

As the preceding description of the Handbook for Interagency Coordination implies, specific suggestions for undertaking coordinated efforts at the local level are presented in that volume. In contrast, the present analysis focuses on the five major findings from the demonstration program.

1. The organization of local cooperative planning councils resulted in new relationships among the agency representatives involved.

2. Participants' personalities, perceived control of the project, taking a multiagency perspective on community needs, and having clear-cut objectives and frequent tangible products were the factors that most affected a project's success.

3. Private sector involvement in planning and implementing coordinated service strategies was very limited and produced inconclusive results.

4. Capabilities for gathering and sharing information on service delivery systems or community needs were not well developed in the counties.

5. State-level policies, bureaucratic procedures, and supervision sometimes unintentionally hampered local coordination initiatives.

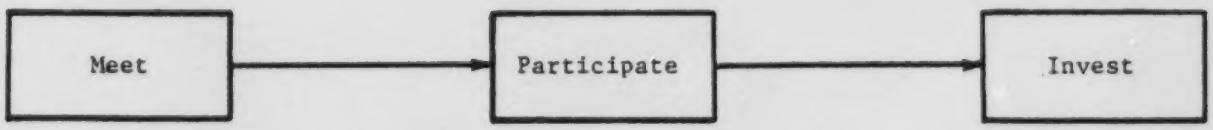
Finding 1: The Organization of Cooperative Planning Councils Resulted in New Relationships

The general aim of the cooperative planning councils, or steering committees, in the three demonstration counties was to better coordinate the activities of their participating agencies. Specific coordination objectives varied across the sites, as did expectations of what would be achieved and who would do the work. In all the counties, however, merely organizing the councils and having them meet on a regular basis resulted in new relationships among the individuals and agencies involved. The representatives (usually the top administrators of their agencies) who had not known each other at all when the demonstration program began became closer associates; those who were known to each other but whose agencies had not interacted in some coordinated endeavor did so; and council members who had already worked together for several years found new ways to work together and began designing integrated service systems. Many, if not most, of the accomplishments in the demonstration counties were unforeseen and unintended--they occurred because agency directors were brought together at least once a month to discuss their mutual problems and complementary programs.

Finding 2: Personalities, Clear-Cut Objectives, Tangible Results, Project Control, and a Multiagency Perspective Most Affected Project Success

Because different levels of success in encouraging personal and agency commitments to coordinated activities were achieved at the demonstration sites, we can begin to specify the factors that contribute to effective interagency council performance. Three stages of involvement in cooperative planning and implementation can be identified for local planning councils: meeting to consider coordination aims and strategies, participation in coordinated service approaches, and investment in coordination as a distinctive style of service management. The activities at each stage of council development require members to commit personal and agency resources to interagency

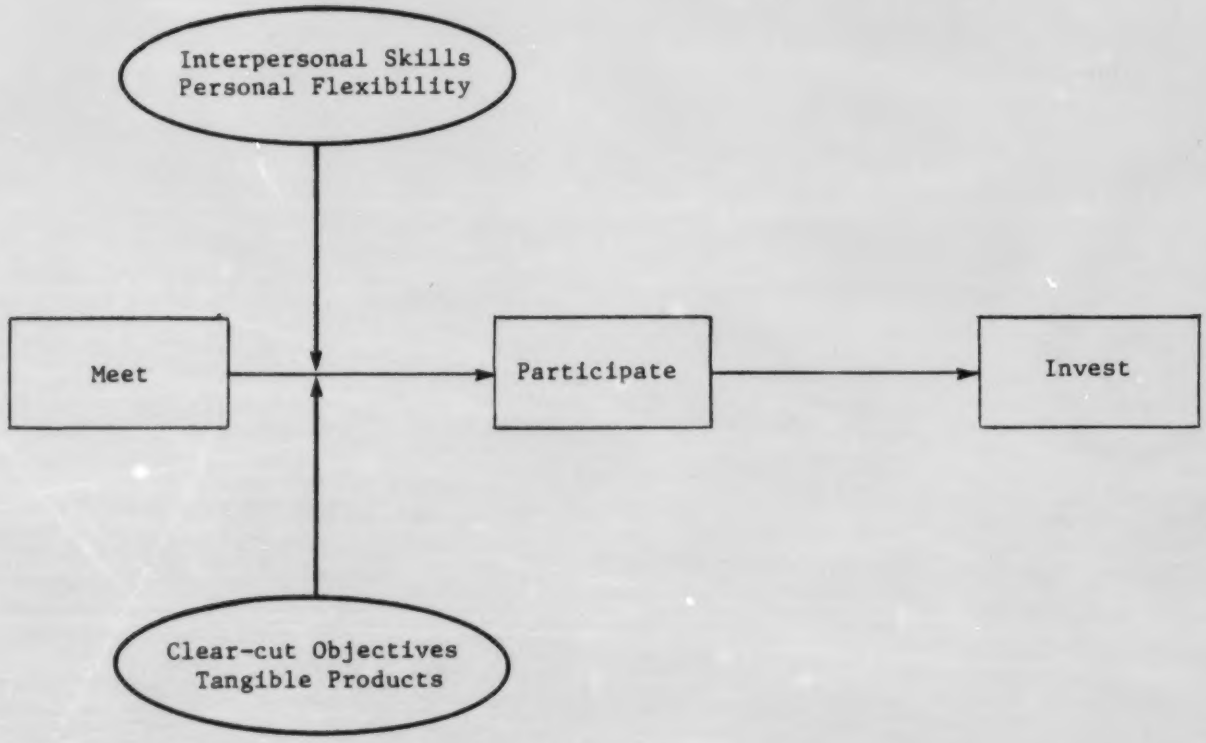
objectives, but the investment stage is distinctive because the expected returns are usually broad-ranging and projected over a longer time period.



Interpersonal skills and personal flexibility. The extent to which steering committee meetings in the three counties led to members' involvement in specific interagency efforts was largely determined by the interpersonal skills (e.g., sensitivity, patience, ability to communicate effectively) and personal flexibility (e.g., willingness to consider new ideas and other points of view) of the project directors and the agency representatives. When steering committee members began to lose interest or when they were doubtful about proposed activities, the abilities of the project directors to rekindle enthusiasm and sustain the group's focus on ultimate objectives were critical. Similarly, because coordination does require readjustments in the operating procedures of agencies, the most successful planning councils and the most satisfied council members were those who were able to put aside concerns about their "proper" roles and look beyond the narrow-minded perspectives of their own agencies.

Clear-cut objectives and tangible products. Progressing from monthly meetings to active participation in multiagency coordination activities depended on council members' perceptions that they would be accomplishing clear-cut objectives and getting something tangible for their effort.

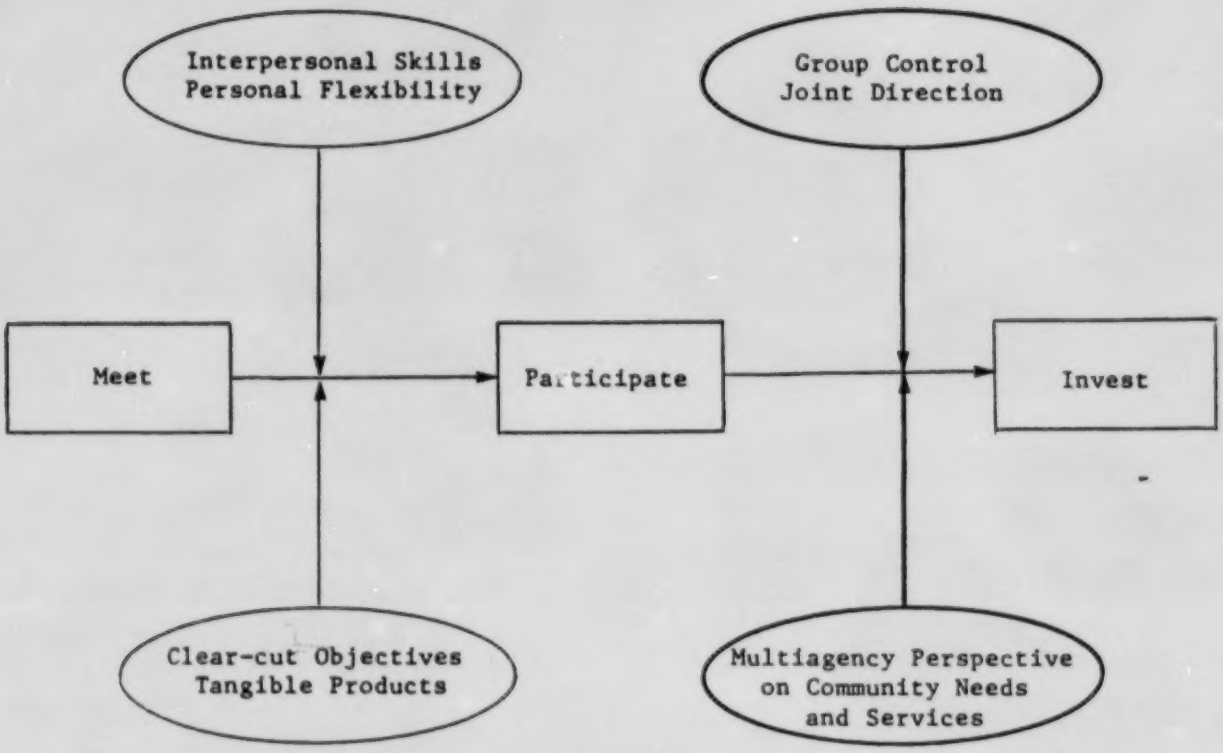
Steering committee members who decided that the cooperative planning project was not worth more than an hour or two each month or who withdrew entirely from any substantive responsibility did so because they had lost track of the project's purposes (or thought that the rest of the group had) and were not shown evidence that tangible progress had been made. Sometimes this was a matter of one person and the rest of the committee thinking along different lines, and in these cases, the indifferent or terminated involvement of this person did little to diminish the group's overall success. For the most part, however, project directors were successful and council members thought they were spending their time wisely only when the group kept their purposes in view and frequently received materials documenting project achievements (e.g., resource directories, catalogs of information sources, memoranda of agreement).



Group control and joint direction. The first major obstacle to council effectiveness was the real and perceived control of the demonstration project by whichever agency in the county was selected to administer the grant. The disproportionate control of the project by one agency was increased when the project director was an employee of that agency and the project staff had their offices in that agency. (Of course, from the state perspective, which agency in the county administered the grant was largely irrelevant, and the grant was intended for all the participating agencies.) So long as the rest of the steering committee did not feel that they jointly controlled and directed project activities, no investment in coordination as a management approach was possible. The counties that successfully overcame these "ownership" and direction concerns did so because of the willingness of the project director to stand up to attempted control by the agency administering the grant or because of the flexibility and group orientation of the administrator from that agency. Where both these conditions existed, the steering committee members made considerable progress in redesigning countywide employment and training management systems. Where only the temerity of the project director prevented misunderstandings about project ownership, some toes were stepped on, but coordination investments were achieved anyway. Where neither condition was present, project staff developed useful products, but investments by agency directors rarely occurred.

Multiagency perspective on community needs and services. With the ownership and direction issues resolved in favor of interagency coordination, the extent of investment in coordinated planning by agencies depended on whether they perceived multiagency strategies as more effective than individual agency planning and implementation efforts. Where multiagency approaches were the clear favorites, agencies were willing to defer some of their authority to the cooperative planning council (e.g., the council was used as the formal review body for proposals received by an individual agency) or the council was willing to defer its own authority to a larger and more broadly representative group (e.g., a countywide multiagency planning body). Where multiagency approaches were not felt to be as effective as the traditional go-it-alone management of service operations, steering committee members deferred none of their agency authority to the

group and will likely wrestle with impending budget cutbacks on an individual basis.

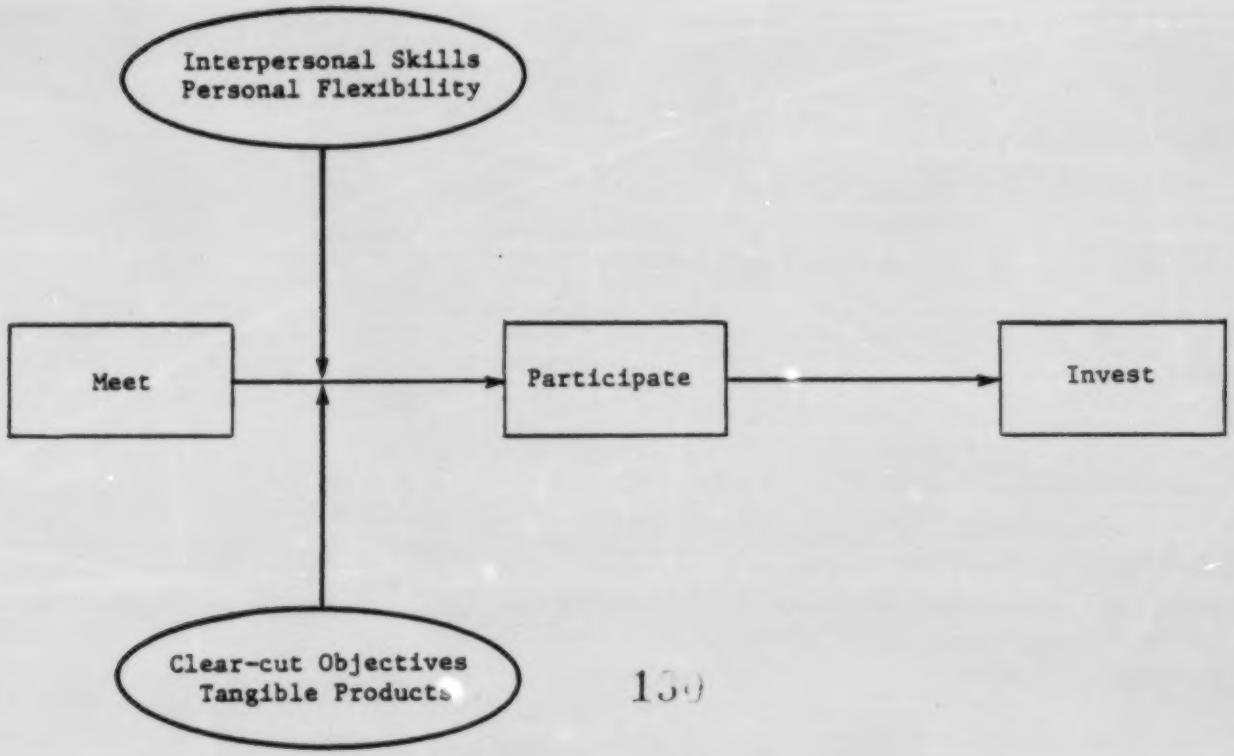


Finding 3: The Limited Involvement of the Private Sector Produced Inconclusive Results

Although not an area stressed in the RFP, an attempt was made to involve representatives from private service organizations on the project steering committee in each demonstration county. The business community was also involved directly in one county, with one council representative being a local employer. In all the counties, there were steering committee members who felt that continued private sector involvement in multiagency

planning was desirable. In one county, the planning council helped to organize a larger planning group composed of all public and private employment and training agency representatives in the county (including many community-based organizations) and then joined that group.

The tangible results of this limited involvement of private sector representatives in the three projects were neither distinctive nor practically of value, however. At best, they provide inconclusive evidence of the effectiveness of private sector involvement in the planning processes of local public agencies. At worst, they suggest that public agencies would rather plan cooperatively by themselves. The critical variables constraining private sector participation and investment in coordinated service delivery approaches were the levels of effort made by both the public and private sector representatives to define a common frame of reference and compatible work roles for their discussion and planning. Returning to a previous figure, these variables are related to interpersonal skills, personal flexibility, clear-cut objectives, and tangible products.



Skills and flexibility for establishing work roles. There were uncertainties in each of the three counties concerning the roles of the private sector representatives on the planning councils. In part, these uncertainties were due to the inherent differences between public agencies and private agencies and businesses (e.g., differences in decisionmaking authority, goals, and survival concerns). They were also a result of the fact that no single private business or agency could speak for all their counterparts in the county (such as is possible for a CETA prime sponsor). Finally, some uncertainty was to be expected since the selection of private sector representatives to serve on the councils was essentially arbitrary; project directors or public agency reprsentatives made the choices based on their own contacts and preferences and then called upon the council for ratification of these choices.

Of course, public agencies also differ among themselves in terms of operations and goals, and yet they can work together quite well. (In fact, in two counties, public agencies not stipulated in the RFP were added to the council in a similarly arbitrary fashion without any apparent confusion!) Why then did private sector involvement pose particularly knotty problems for interagency planning?

The interpersonal skills and personal flexibility that critically influence whether public agencies work well together are also key factors determining the quality of private sector involvement in interagency planning. The difference in the two situations is that public agency representatives can relate to one another as mandated service providers, meeting the needs of well-defined client populations and suffering the same bureaucratic necessities. Thus, it is easier, relatively speaking, for public agency representatives to accept and build upon their respective work roles in planning and implementing joint service delivery projects. Private agencies and businesses, in contrast, are virtually unknown and untried entities (from the perspective of the public agencies) and may have actually been competitive or antagonistic toward the public sector in the past. On their part, the private sector representatives are also unsure of how they should interact with public agencies on a coordinated planning committee, since

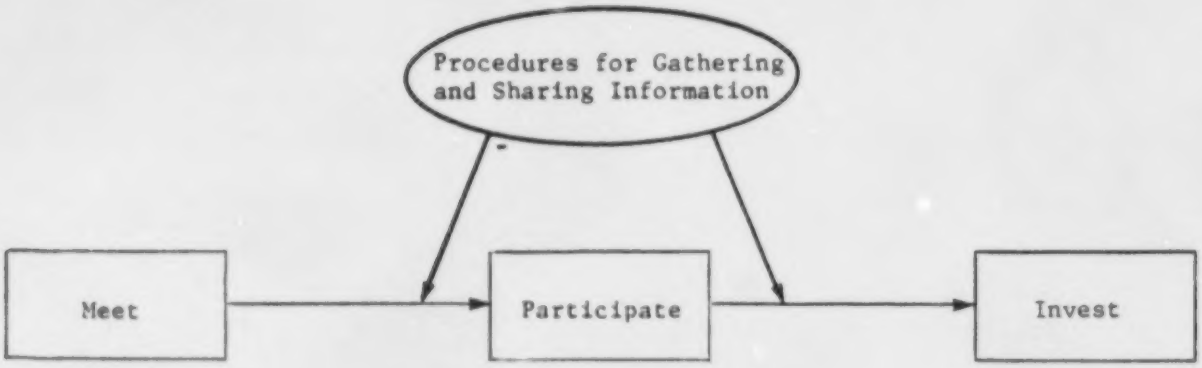
they too are aware of the differences in frames of reference. This uncertainty is increased if the private sector organization is not involved in employment training. Given this context, considerable skill and flexibility of attitude are required to design constructive work roles for private sector members of public planning committees. None of the demonstration projects was entirely successful in this regard.

Objectives and products for encouraging public-private cooperation. As described earlier, the projects developed many reports, directories, and other resource materials that motivated council members to remain involved in the interagency efforts. To the extent possible, these materials included or were later expanded to include references to the participating private agencies (e.g., resource directories and descriptions of available training programs presented the capabilities and offerings of community-based organizations and private schools), and considerable success was thereby achieved in sustaining the participation of these groups. This is an impressive result, considering that in two of the counties strong doubts were expressed (at least initially) concerning the desirability of private agency participation in cooperative planning. Less success was achieved in developing products that might encourage or sustain the participation of employers in interagency planning, however. Because the roles of these private sector representatives were the least well-defined, it was never clear to the project directors or the council members just what information or products employers might find useful. In the one county that did invite employers to be representatives on the planning council, only one accepted and remained for any length of time, and his continued participation was, for the most part, the result of his perceived personal commitment.

Finding 4: Capabilities for Gathering and Sharing Information Were Not Well Developed in the Demonstration Counties

The effective use of existing and new information about community needs and service delivery systems was a critical component of interagency planning and coordination in the three counties. Information was collected and reported to encourage more active participation by the agencies and was

incorporated in discussions of plans for new service approaches. For all three counties, the opportunity to gather and disseminate more comprehensive information was a principal reason they submitted proposals for demonstration grants. Collecting and sharing information occupied much of the time of the project directors, other project staff, and steering committee members. These activities, when successful, increased both participation and investment by agency representatives. The projects were reasonably successful at assembling (but not analyzing) available data, but project staff had little or no training in collecting and analyzing new data.



Existing procedures for information use and exchange. In all the counties, agencies reported spending considerable amounts of time trying to locate information for planning and evaluating programs. The information identified through these searches was often not current, however, and the formats used in presenting the information were usually designed for specific purposes and therefore difficult to use in a new situation. The central problem was that each agency had to rely on many different sources for the information it needed, and no attempt to standardize the reporting practices of these data sources had ever been attempted. The projects were

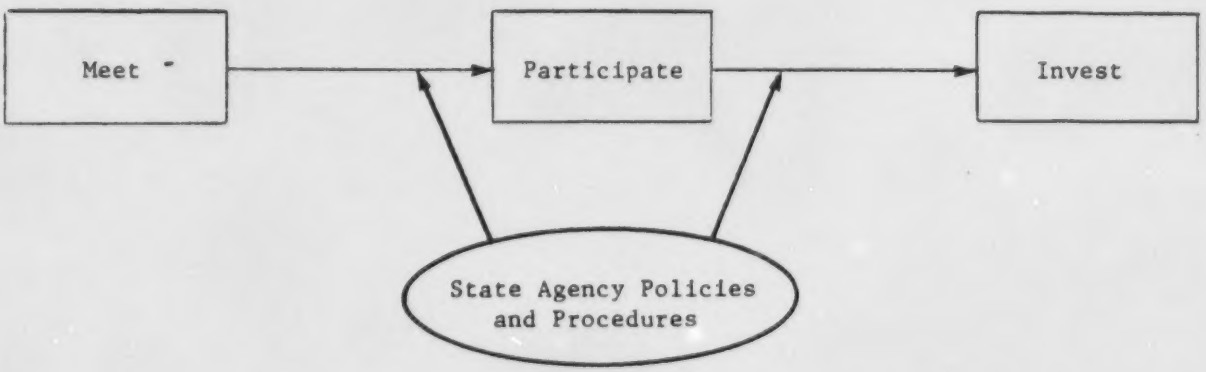
somewhat successful in pulling together data from many different sources and including them in reports. In most cases, the data were presented as they had been found, without aggregation, disaggregation, or extensive reformatting to make them more useful. One of the projects also established a centralized information clearinghouse to which individual agencies can go in search of particular information. Through these efforts, existing procedures for information use and exchange were improved, although to be valuable in future years, the clearinghouse would have to be updated by someone, which is unlikely without outside support.

Skills for collecting new data on service systems and community needs. The projects quickly became aware that much of the information they needed for planning was simply not available. At each demonstration site, this finding led to loosely structured and rather haphazard attempts to collect new data. In one of the counties, where little useful information was found in currently available data sources, more rigorous efforts were made to collect new data. Two surveys, both conducted by independent contractors, were supported by project funds. The misunderstandings associated with these data collection efforts, however, suggest that there is a serious lack of knowledge at the local level concerning how to perform informational surveys and community needs assessments. While efforts to improve existing data collection and reporting mechanisms may be attempted without technical assistance, collection of new data on needs and programs in communities is likely to require technical consultation.

Finding 5: Some State-Level Policies and Procedures Unintentionally Hampered Local Coordination Initiatives

In each county, state agency policies and procedures directly and negatively affected the extent of participation and investment in multiagency coordination. Heavy-handed supervision of local participants by their regional and state administrators and overreaction to early mistakes and problems in the counties fostered anxiety and anger at the local level. Local administrators who knew that their attendance at steering committee

meetings was being closely monitored were resentful and became less enthusiastic about volunteering their resources. Project directors who were threatened with cancellation of their grants if particular activities persisted were not motivated to search for innovative solutions to their counties' problems. Steering committees who were advised that project support would be terminated if certain members were allowed to resign from the committee were made to feel that they were not autonomous decisionmaking bodies. In short, the only positive effect of these state-agency actions was to promote a we-they perspective that, rather ironically, led local-level participants to dig in their heels and be more determined to work together--on their own and in spite of the state.



Because of their determination, all the counties achieved active levels of participation in multiagency coordination. Moreover, despite the red tape and delays associated with state-level approvals for local initiatives and some rather inappropriate applications of state-agency regulations to local proposals (e.g., the hiring freeze that was used to justify cancellation of a local plan for interagency purchase of services), there are signs that two of the counties have made substantial investments in coordination as a management approach for the future. Perhaps the most hopeful sign that

such longer-term investments will also be made eventually in the third demonstration county is that, in response to the (since-rescinded) state-level decision to terminate that project's support for the final demonstration year, the steering committee members voted to continue their meeting schedule on their own.

Review and Synthesis

The findings and the factors related to them discussed in this chapter may be classified into two categories: those pertaining to the establishment of local cooperative planning councils and those pertaining to the support of local-level coordination activities. Figure 8 presents these factors and indicates how they may be categorized.

Establishing local multiagency councils. The keys to successful cooperative planning councils at the local level are the characteristics and commitment of local agency administrators. These individuals must be able to work with and listen to others, and they must be able to approach problems from more than a single perspective. Their sense of purpose must be clear, and they must take into consideration the interests of others when designing particular products. Most importantly, they must be capable of sharing authority and adopting a more encompassing frame of reference when viewing and considering the needs and resources of the community.

State agencies may actively promote local coordination by assigning persons with these characteristics and commitments to positions as local office administrators. Alternatively, and perhaps more realistically given typical agency employment and advancement procedures, state agencies can promote coordination by developing the necessary attributes in currently employed administrative personnel. Workshops, management seminars, and visits to demonstration sites can all be part of such an inservice training program. In addition, persons with training in coordination strategies can be assigned to counties to work with the local agency administrators for a short period of time to get them started as a cooperative planning body.

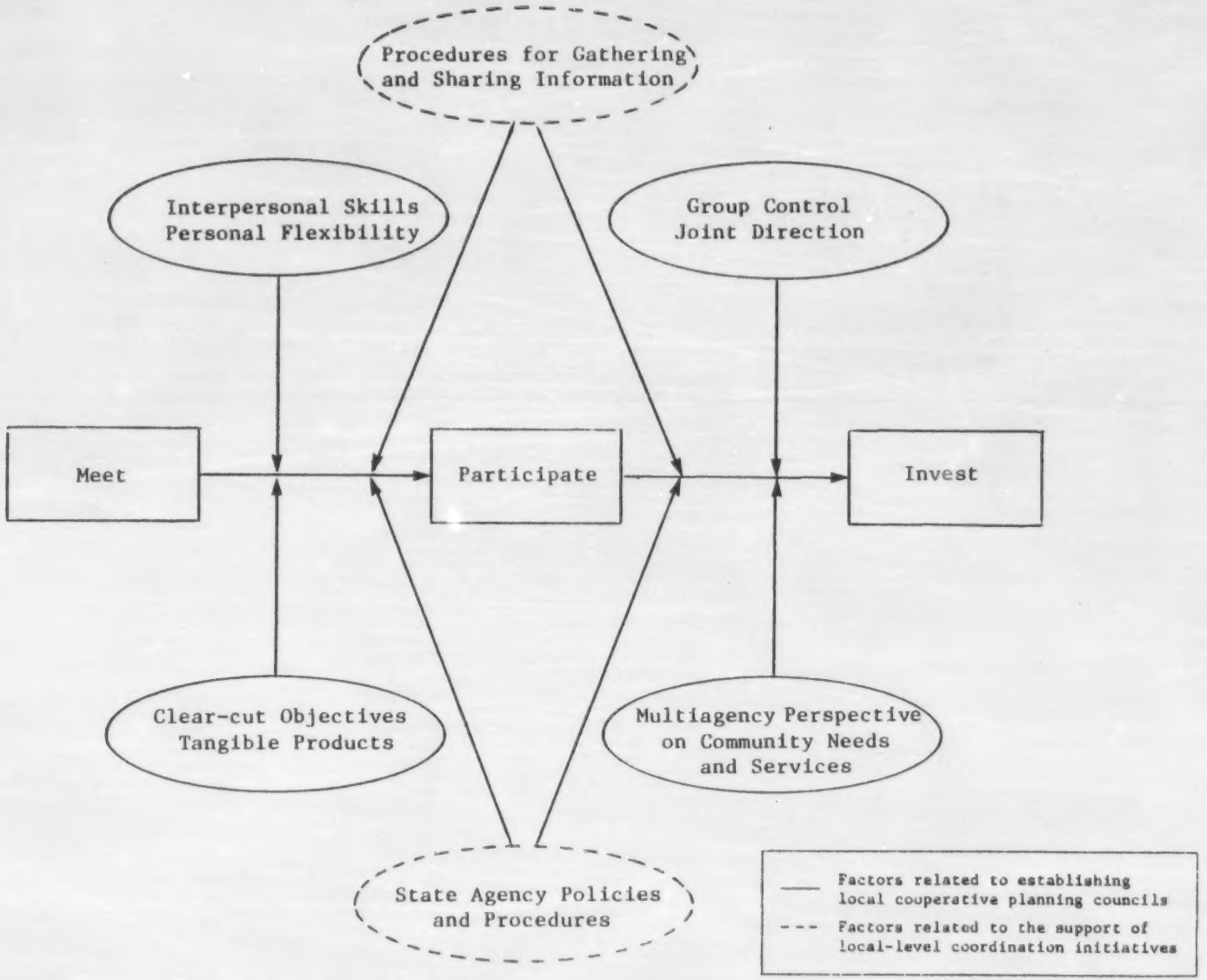

Procedures for Gathering and Sharing Information
Interpersonal Skills Personal Flexibility
Group Control Joint Direction
Meet
Participate
Invest
Clear-cut Objectives Tangible Products
Multiagency Perspective on Community Needs and Services
State Agency Policies and Procedures
Factors related to establishing local cooperative planning councils
Factors related to the support of local-level coordination initiatives

Figure 8. Factors related to establishing local cooperative councils and the support of local-level coordination initiatives.

These persons would play roles similar to those of the demonstration project directors, albeit on a more limited and shorter-term basis.

Supporting local-level coordination initiatives. The two factors that are crucial to the success of local coordination initiatives are (1) effective procedures for gathering and sharing information on community needs and local service delivery systems and (2) constructive state policies and procedures for local agencies.

State agencies may, as in the previous case, choose to introduce streamlined information collection and exchange procedures directly into counties by mandating what is to be collected jointly and how and where it is to be processed and stored. They can, alternatively, provide technical assistance to counties in the establishment and operation of centralized information clearinghouses, the conduct of surveys and needs assessments, and other approaches to making existing data more accessible and new data more collectible. With respect to their own policies and procedures, state agencies can assess where changes are needed through interviews with local administrators. To the extent that beneficial changes in policy can be introduced by means of decisions by state agency directors and their administrative staffs, they should be. When ammendments to existing state or federal legislation are required, state agencies should join with local agency administrators in supporting the introduction of the appropriate bills. In this last recommendation, it should be clear that effective agency policies and procedures depend ultimately on state and local coordination.

CHAPTER 6

WAYS TO PROMOTE LOCAL INTERAGENCY COORDINATION

Kevin J. Gilmartin
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American Institutes for Research

The future of employment and training services in the United States is especially uncertain this year. The President's 1983 budget recommendations call for an 11% reduction in the Employment Service, a 40% reduction in vocational and adult education programs, and the elimination of the Work Incentive Program (WIN). Current congressional proposals specify larger budgets for employment and training than the President recommends, but they too augur for a considerably different service system than that prescribed under the Comprehensive Employment and Training Act of 1973. For example, the major features of the Quayle and Kennedy proposal (S. 2306) and the Hawkins bill (H.R. 5310) would authorize the transfer of some responsibilities and program support functions to state governments, greater involvement of the private sector in local community planning, and increased emphasis on interagency coordination at the state and local levels.

The Quayle-Kennedy bill

- calls for a minimum of 50 percent of program funds to be spent on youth aged 18 years or younger;
- promotes coordination between the new employment training program and the Employment Service program by giving the local private industry council (PIC) planning authority over local employment service operations;
- specifies that PICs can be used for planning vocational education, vocational rehabilitation, and any other local employment or training program;
- sets up a State Job Training Council to be appointed by the Governor; and
- allocates state funds for developing interagency programs, providing technical assistance to jointly funded programs, and evaluating cooperative planning projects.

The Hawkins bill

- establishes a State Employment and Training Council;
- charges the council with ensuring "a consistent, integrated, and coordinated approach" between local prime sponsors and vocational education, vocational rehabilitation, public assistance, and other related local programs;
- requires prime sponsors and PICs to submit annual plans describing their arrangements for coordination with educational agencies, public assistance agencies, economic development agencies, employment service offices, and any other employment-related programs and agencies; and
- provides special incentives for prime sponsors to develop uniform intake, assessment, referral, recordkeeping, and reporting forms for use in joint programs with other employment and training agencies.

Given the changes these legislative proposals would enact, the immediate future for state and local employment and training programs is uncertain. All that is known for sure is that the CETA program as it is currently designed will cease to exist, and the entire employment and training system will be affected by whichever of the pending pieces of legislation is adopted.

In today's environment of uncertainty, confusion, and rapidly changing governmental resources and functions, a set of specific recommendations for promoting local interagency coordination could quickly become inappropriate or obsolete. Which methods are most reasonable and feasible to use will depend on (1) who has the responsibility for making policy decisions about coordination and (2) the amount of autonomy the local agencies are allowed.

Various political inclinations or trends might lead to one or another possible future. The current federal administration favors having decisions be made as close to the people affected as possible, with federal programs transferred to the states and state responsibilities transferred to local governments and agencies whenever practical. In such a political climate, "bottom-up planning" may become more reality than rhetoric. On the other hand, when closely related social programs do not coordinate their activities and plans, clients and taxpayers are the usual losers. With near-record

unemployment rates and drastically reduced agency budgets, can local agencies be allowed the luxury of deciding not to cooperate? State governments are almost certain to be given greater autonomy over the next few years under the "New Federalism." With the autonomy will come substantially increased responsibilities and modestly increased resources at best. It may appear not only reasonable but necessary that state agencies with related functions become better coordinated and that an interagency council for the state promote and direct certain aspects of local integration of services. Finally, some state agencies may cease to exist or may be so reduced in size that their functions will have to be combined with the functions of similar agencies. The current reductions of federal support and shift of responsibilities to state governments may present an ideal opportunity to reorganize and simplify state government, including, in some cases, consolidating two or more existing agencies under a single administrative structure.

Because current political trends could lead to one or another possible future, we present here four alternative futures for coordination among employment and training providers and explore ways in which local interagency coordination can be promoted in each one. These futures differ in terms of what coordinating activities are required, who performs them, and at what levels cooperative planning takes place (community, regional, or state). The ultimate aim of coordination remains the same in each possible future, however--to improve the delivery of services to students, the unemployed, employers, and other clients.

Recommendations of methods for promoting interagency coordination will depend on who makes the policy decisions and the amount of local autonomy that is allowed. Different approaches will be required for the most likely possible futures:

- Autonomous Local-Level Coordination
- Mandated Local-Level Coordination
- State-Level Coordination Committee
- Consolidated State Agencies

The possible futures for employment and training services range from no required local coordination at all to a consolidated employment and training system at the state level. The four futures are not equally likely, especially in the short term, but all are possible outcomes within a few years. Each alternative future has its proponents, and the one that you might consider to be out of the question is someone else's first choice. The present situation in California lies somewhere between the first and second alternative futures--semi-autonomous and semi-mandated coordination--exactly where between them depends on which agency is considered and whether more attention is paid to official pronouncements or actual activities. Following the description of each possible future, its advantages and limitations are presented, and recommendations for promoting local coordination are made.

Future I: Autonomous Local-Level Coordination

A basic tenet of the Reagan Administration is that communities are the best judges of their own needs. According to this view, regulations imposed on local agencies, including requirements that they coordinate in certain ways, will be inappropriate for some communities and unneeded for others. In the alternative future defined by this policy, agency administrators will likely have sole authority to decide what interagency relations are needed to meet local needs.

The Future

There are no requirements by state or federal agencies that local employment and training providers must coordinate their plans or activities. Local agencies have complete discretion about whether, when, and how they interact with other agencies, community-based organizations, community groups, employers, and other elements of the private sector. If agencies see coordination as being mutually beneficial in certain cases, then they may coordinate; otherwise, they do not.

The most common form of coordination (other than unsystematic referrals) is purchase of services. One agency issues a request for proposals or in some other way announces that it would like to purchase certain services, another agency responds and is awarded the contract, and for the next semester or year the two interact as sponsor and grantee. Only the particular services being purchased and any closely related activities of either agency are coordinated.

The types and levels of coordination activities vary greatly from one community to the next. In some localities, pairs of agencies work quite closely together. Often they were brought together by a shortage of resources in one of the agencies, but their continuing relationship rests on mutual trust, respect, and friendship between the agency administrators. There are no stronger predictors of whether an agency will interact routinely with other agencies and groups in the community than (1) the exigency of its needs, (2) the personality of its administrator, and (3) his or her past experiences with interagency coordination. Occasionally, the activities and plans of most of the agencies in an area are well coordinated. This occurs when several of the administrators and their top staff happen to be outgoing, open, and trusting and when one individual with a dynamic personality supplies leadership for the coordination efforts.

Because involvement of the private sector is not required, employers, labor unions, and private community organizations are often not included in agency decisionmaking. Employers are sometimes surveyed to learn their needs for employee skills and their projections of future job openings, and private sector representatives are sometimes asked to advise agencies on specific matters. However, private sector representatives are rarely voting members of interagency coordination committees (should these exist) or advisory boards with a formal role in directing an agency.

The Future under Autonomous Local-Level Coordination: A Summary

Local agencies have complete discretion about coordinating with other community groups. Most coordination involves purchase of services. Additional cooperation is the result of unmet needs, professional friendships, personalities, and experiences with other agencies. Private sector representatives are sometimes contacted for information but are not often included in agency decisionmaking.

Advantages of Autonomous Local-Level Coordination

- The coordination that takes place is clearly beneficial to all parties concerned and is designed to meet the particular needs of each community.

- Little time is "wasted" on interactions and cooperative planning where the specific objectives and net benefits are unclear to the participating agencies. As a result, a higher proportion of agency resources are used to provide benefits directly to clients, and agency administrative costs are lower.

- The jobs of local agency administrators are less complex.

- Federal and state agencies do not have to monitor whether local agencies are complying with coordination requirements.

Limitations of Autonomous Local-Level Coordination

- Agency planning is often performed in a vacuum (i.e., with insufficient knowledge of what other groups are planning to do). Consequently, there is often more duplication of effort among agencies than is desirable, some services are not provided by anyone, some client populations are not as well served as they might be, and there is general fragmentation of services.

• Without specific requirements to include the private sector, public agencies usually do not include employers, labor leaders, or directors of private community agencies on interagency planning committees or individual agency advisory boards.

Promoting Coordination among Autonomous Local Agencies

There are a number of methods federal and state agencies can use to persuade autonomous local administrators that coordination is worth trying. For those administrators who do decide to use a particular coordination strategy, several technical assistance strategies are also available. Although these activities could be performed separately by each federal and state agency, it would be more effective if there were some coordination of the promotional efforts that are made.

1. Written materials can be sent to all local offices describing the potential benefits of coordination, suggesting general methods of coordinating employment and training services, and listing all the types of employment and training providers that can be included in joint service delivery efforts.

2. The procedures and the resulting benefits from exemplary interagency activities that are identified throughout the country can be disseminated to other communities. Moreover, the participants in exemplary coordination activities can be asked to speak at conferences and workshops and at the sites of proposed coordination activities. (These presentations would have especially high credibility for local administrators as the presenters would themselves be local administrators and staff.) Because the directors of exemplary activities or demonstration projects are valuable resources for other communities, their availability to answer questions about particular kinds of interagency activities should be made known to local agency managers, and the time they spend supplying technical assistance should be supported financially (within limits, of course).

3. A detailed manual or handbook on how to coordinate can be developed and, together with other detailed technical assistance materials, can be sent to every local agency.

4. In-person technical assistance on coordination can be provided, either through regional workshops, visits made by technical assistance providers on request, or resident coordinators. These persons will need training in interagency coordination and cooperative planning; workshops and technical assistance visits can be provided by persons with specialized training in particular kinds of coordination (e.g., referral networks, joint intake and assessment, community needs assessments), while resident coordinators will need to be trained as generalists.

5. Agency regulations, procedures, and required forms that hinder local coordination efforts can be modified (within the confines of the enabling legislation, of course). To do this most effectively, federal and state administrators will have to investigate which regulations cause the greatest problems and then balance the potential benefits of a modification against the purposes being served by the regulation.

Future II: Mandated Local-Level Coordination

When agencies with closely related responsibilities do not coordinate their plans and activities, their programs will often be redundant, certain population groups and types of services will be overlooked, and people will be confused about which agency deals with which needs. Tax dollars, private donations, and volunteer work are usually not used optimally in such circumstances: access to the service system can be made easier, the quality and comprehensiveness of services can be improved, and occasionally budget savings can be realized. With near-record unemployment rates and drastically reduced agency budgets, can local agencies be allowed the luxury of deciding not to cooperate? In this alternative future, we assume that certain forms of local coordination are mandated for the good of the communities.

The Future

Local employment and training providers (the public agencies, at least) are required to coordinate their planning and set up linkages between their programs, where appropriate. These requirements take many different forms depending on the policies of the federal and state "parent" agencies. In some cases, interagency coordination is not actually mandated, but instead it is supported and rewarded in such a way as to make the agencies "an offer they can't refuse." The following list indicates the variety of forms that the requirements can take.

- Certain coordination functions between pairs of agencies are specified in their regulations.
- For some types of programs, mutual agreements among certain agencies and the signatures of their administrators are required.
- The participation of private sector representatives in certain planning activities is required and must be demonstrated (e.g., by signatures, letters of support).
- Current and planned coordination activities must be described in an agency's annual report.
- The formats for certain coordination activities are specified in an agency's regulations (e.g., quarterly meetings with other agency administrators, annual joint workshops for staff).
- Part of an agency's administrative budget is earmarked for coordination activities.
- Coordination committees are set up in all counties, with the public employment and training agencies required to participate and to supply some of the operating resources.
- Coordination councils are authorized and given budgets separate from any of the participating local agencies.
- A single, joint employment and training plan for each county is required in place of separate annual plans for each agency.

Although the general requirements and inducements are decided upon by federal and state agencies, local agencies continue to make the specific decisions about how they will coordinate within those constraints. Consequently, the form that interagency coordination takes varies from county to

county. Some locations concentrate on joint data collection and implementing joint intake, assessment, and referral systems, and other locations design and evaluate joint programs to meet special needs. All counties at least go through the motions of coordinating as required. In some cases, there is little enthusiasm or mutual trust, and the benefits of coordination are minimal. In other cases, the agencies and community groups view the required activities as an opportunity, and they accomplish much more than they would have without the inducements. Of course, some counties would have planned cooperatively in any case, so the mandated coordination has little effect on them. The amount of coordination activities is generally greater than under totally autonomous local coordination, and after two or three years, the sophistication of coordinated activities is greater also. Cooperative planning is now common, and agencies have a greater awareness of each other's programs and plans.

The role of the private sector in local planning depends on whether and how their participation is required. County coordinating councils composed largely of employers, labor leaders, private community agencies, and representatives of local government may be established with their own operating budgets. Alternatively, cooperative planning committees might be required to include a few private sector representatives along with representatives of all the public employment and training agencies. If the amount and form of private sector involvement is not specified, however, then the role of the private sector is only slightly more extensive than under autonomous local coordination.

The Future under Mandated Local-Level Coordination:
A Summary

Local agencies are required or otherwise induced to work together. The exact form of the requirements greatly affects the amount and type of coordination. Within the established constraints, local agencies can choose what forms of coordination are most needed. With time, cooperative planning and coordinated service delivery approaches become more sophisticated. The extent of involvement of the private sector is determined by the aims and priorities of federal and state agencies.

Advantages of Mandated Local-Level Coordination

- Agency planning is better informed, unnecessary duplication is reduced, and there are fewer unintended gaps in the range of employment, training, and support services available.

- There is less fragmentation of services, and clients are not as likely to get lost in the employment and training system.

- Occasionally, coordination results in some cost savings; more commonly, the scope and quality of services is improved.

- As a cooperating group, the agencies are better able to deal with the budget cuts of one of their members or with other community emergencies.

- The private sector is more involved in community planning (if such involvement has been mandated).

Limitations of Mandated Local-Level Coordination

- Some of the coordination is wasted motion, either because it is merely superficial and pro forma or because the mandated coordination is inappropriate for the needs of the community.

- Cooperative planning places a greater burden on the agency administrators and their administrative budgets.

- Required coordination has to be monitored by federal and state agencies.

Promoting Local Coordination under Mandate

Since the state and federal agencies have instituted certain requirements and other inducements for local coordination, they should develop and disseminate technical assistance materials specifically designed for those

mandated activities. In addition, the methods presented earlier for supplying technical assistance to autonomous local agencies should be considered for use. The major difference in adapting those methods for use in this future is that they will not need to have such a promotional flavor; in a future where coordination is mandated, local agencies do not need to be persuaded to participate.

Future III: State-Level Coordinating Committee

When the operating policies of employment and training agencies conflict or when their responsibilities overlap, it is inefficient for local communities to try to resolve these problems independently. Sometimes, for example, a type of interagency activity can be tried only after each local community makes an appeal to federal and state agencies for waivers of requirements or restrictions. Moreover, many forms of technical assistance for local administrators can be provided more efficiently if the providing agencies work together. In times of austerity, therefore, it is eminently reasonable that cooperative planning issues common to most or all localities be dealt with centrally. State governments are almost certain to be given greater autonomy over the next few years under the "New Federalism." With the autonomy will come substantially increased responsibilities and modestly increased resources at best. Thus, it may be not only reasonable but necessary for state agencies with related functions to become better coordinated. In this alternative future, we assume that a central employment and training committee is established by the state to promote and direct certain aspects of local coordination.

The Future

The state Employment and Training Coordinating Committee, working closely with economic development programs, oversees all interagency coordination among vocational programs in high schools and colleges, employment training programs, and job placement programs. The directors or deputy directors of the major employment and training agencies in the state are

automatically members of the state's coordinating committee, and other members are appointed by the Governor to represent private vocational education, organized labor, major employers (e.g., the California Roundtable), industry-education-labor councils, minority organizations concerned with employment, and the like. The purposes of the state coordinating committee are:

(1) to ensure that the state agencies plan their programs jointly,

(2) to promote and guide local coordination,

(3) to ensure that the policies and requirements imposed by state agencies on their local offices do not present unnecessary obstacles to local interagency efforts,

(4) to make policy decisions about the types of local coordination that should be encouraged, redirected, or handled centrally by the state agencies,

(5) to supply local agencies with diagnostic assessments of their coordination and with other forms of technical assistance, and

(6) to help bring together local public agencies and various kinds of private sector organizations.

The state coordinating committee has its own budget and is authorized to prepare and disseminate materials, conduct surveys and other statewide data collection efforts, and fund and oversee demonstrations of innovative coordination methods.

Many types of coordination efforts are now common throughout the state because these activities were officially endorsed by the state Employment and Training Coordinating Committee and, as a result, were incorporated into the operating procedures of the involved agencies. Other forms of coordination that have not been either endorsed or forbidden by the state committee continue to vary greatly from one county to the next. The amount of enthusiasm for coordination and the effectiveness of cooperative planning also vary across locations; communities that would have engaged in interagency coordination anyway are not much affected by the decisions of the state committee, but communities that would have preferred to do little or no coordinating must now meet certain minimal standards. Integration of services is

easier than it used to be because many of the conflicting regulations and procedures among employment and training agencies have been modified so as to be less of a hindrance to local coordination. Much of the technical assistance for cooperative planning is no longer supplied by individual agencies but instead is supported and its delivery arranged by the state committee. The private sector is more routinely and meaningfully involved in the local planning of employment and training programs because of policy decisions made by the state committee and because the statewide private sector organizations represented on the committee are able to help bring the local members of their organizations together with local public agency representatives.

The Future under a State-Level Coordinating Committee:
A Summary

The state Employment and Training Coordinating Committee, composed of the directors of relevant state agencies and representatives of statewide private sector organizations, oversees all local interagency coordination. Some types of coordination activities have been endorsed by the committee and are now commonly found throughout the state. Many of the conflicting regulations among agencies have been modified to promote local coordination. Meaningful communication between the public and private sectors on a routine basis has been facilitated.

Advantages of a State-Level Coordinating Committee

All the advantages of mandated local-level coordination apply here also. In addition, there are the following advantages.

- Similar interagency agreements and proposals can be reviewed centrally at one time. Unexpected budget cuts for particular agencies and other statewide problems can also be dealt with centrally rather than in a piecemeal fashion.

- The technical assistance that is provided for local coordination is of higher quality because it is designed and its delivery is supervised by a central, coordinated planning body.

- Many of the procedural barriers to local coordination have been investigated and removed.

- Coordination among the state agencies has helped clarify their respective roles and has resulted in less unnecessary duplication among their local offices. Consequently, the identities and functions of local employment and training providers are now clearer to them and to the public.

- Private sector input to the employment and training system is more effectively coordinated at the state level. In addition, private sector involvement in local coordination efforts is increased because of the highly visible and supportive actions of statewide private sector organizations represented on the coordinating committee.

Limitations of a State-Level Coordinating Commitee

All the limitations of mandated local-level coordination apply here also. In addition, there are the following limitations.

- Local agencies have even less freedom of action and flexibility, as more policy decisions concerning interagency coordination are made at the state level by administrators who are far removed from the local realities.

- The budget of the state coordinating committee is an additional cost that must be absorbed by the employment and training system.

- The state committee is another layer of bureaucracy; in some cases, proposed local coordination activities require not only the approval of federal and state agencies but of the coordinating committee as well.

Promoting Local Coordination through Efforts of the Centralized State-Level Committee

All of the methods described previously for supplying coordination assistance to local agencies could be appropriately supported in this future by the state coordination committee's budget except for the support of local coordinators as permanent staff in individual agencies. All of the other activities could be performed more efficiently, and probably more effectively, by the state committee's staff or consultants than by each federal and state agency independently. In addition, certain activities, which would be inappropriate or much less effective if performed by individual agencies, could be performed by the state committee.

1. An annual questionnaire survey can be sent to all local public employment and training agencies to monitor current activities, identify exemplary or experimental efforts at cooperative planning, and supply diagnostic feedback to the counties and to the federal and state agencies concerning the status of their interagency coordination. Indicators of local coordination, along with scoring methods and state norms for various kinds of counties and agencies, can then be used to assess how sophisticated interagency planning is in each county and which local agencies appear not to be included fully in the coordination network.

2. The state committee can identify particular forms of cooperative planning or integration of services that appear promising but have rarely been tried and then design and fund demonstrations of those methods. They can also sponsor reviews of recently published literature to find new cost-effective modes of coordination.

3. The state coordination committee can draft and disseminate position papers concerning proposed modifications of existing legislation or drafts of new legislation affecting the employment and training system.

Future IV: Consolidated State Agencies

Over the last 15 years, there has been a trend toward consolidation of several state agencies into a single administrative structure. In the area of health and human services, for example, only three states had consolidated human resource agencies in 1967, but by 1978 26 states, including California, had formed comprehensive agencies composed of two or more previously separate state agencies. (In fact, California's consolidated agency is one of the three most comprehensive human resources agencies in the country.) As the roles and responsibilities of state governments expand under proposed "New Federalist" policies and the budgets of some agencies are reduced drastically to meet even tighter economies, executive efforts at reorganization will be spurred to make state government more manageable and efficient. In this alternative future, we assume that a state superagency is created containing the various departments of education, employment training programs, employment services, and vocational rehabilitation.

The Future

The State Department of Employment and Education (SDEE) is composed of four former state agencies. The directors of those agencies meet periodically with the administrator of SDEE to discuss, among other topics, coordination of their state, regional, and local activities. Unlike a state-level coordinating committee, the agency directors do not have to agree before some form of coordination is instituted: coordination can be mandated by the SDEE administrator. With respect to interagency coordination, it is the administrator's responsibility (1) to ensure that the state agencies within SDEE plan their programs jointly, (2) to maintain proper communication among the regional and local offices of these agencies (which may or may not also be consolidated), (3) to ensure that the policies of one agency do not interfere with the operations of another agency and that there are no artificial barriers to their staffs working together, (4) to make policy decisions concerning required forms of coordination among the local offices, and (5) to see that local offices receive sufficient instructions concerning

their relations with the other local public employment or education agencies. Representatives of state-level private sector organizations are appointed to the SDEE advisory committee by the Governor with approval by the legislature.

Interagency coordination no longer depends on local initiative or consent (although, as with any task, the level of commitment and goodwill of local administrators can greatly affect the quality of cooperative activities). Coordination functions for localities are now planned and managed to a greater extent at the regional level, as local annual plans for counties (covering all the types of local employment and education offices) are aggregated, revised, and sent on to the State Department of Employment and Education for final approval. What remains of local cooperative planning takes place during monthly meetings of the administrators of employment and education offices in each county and during their preparation of a joint annual plan each year. Relations among these local offices are regulated statewide.

The Future under Consolidated State Agencies:
A Summary

The administrator of the State Department of Employment and Education supervises the directors of four constituent agencies: education, employment training, employment services, and vocational rehabilitation. It is the administrator's responsibility to make policy decisions about coordination among these state agencies and their offices at the local level. Local cooperative planning takes place during monthly meetings of office administrators and during preparation of their joint annual plan, which is submitted to SDEE. Most decisions about local coordination are now made in the SDEE regional offices, and the private sector makes input through the advisory board to SDEE.

Advantages of Consolidated State Agencies

The futures described under mandated coordination, a state coordination committee, and consolidated state agencies move progressively farther in the direction of greater centralization and uniformity and away from the current state of affairs in California. Consequently, it is to be expected that each of these futures incorporates and intensifies all the advantages and limitations of its predecessors. The future of employment and training activities under consolidated state agencies thus augments the potential benefits of the previous future under a state coordination committee with the following additional advantages.

- There is better integration of services among the employment, training, and education providers; problems that arise for one of the constituent agencies are resolved by compensatory adjustments in the operations of the other agencies.

- Less time is spent by local agency administrators and their staffs in reaching agreement on and designing interagency programs; instead, they are instructed in how to perform any coordinated activity that is required.

Limitations of Consolidated State Agencies

In addition to the limitations associated with coordination guided by a state-level committee, the future of consolidated state agencies has the following limitations.

- Policy decisions about local interagency coordination are, for the most part, no longer made locally.

- The consolidated agency imposes an additional and higher-level layer of bureaucracy on the employment and training system; the operations of constituent agencies will now be subject to the review of a superadministrator who will have ultimate authority for education, employment, and rehabilitation programs. Especially in a large and populous state, a consolidated agency may encounter diseconomies or diabilities of size.

• The private sector representatives, as an advisory board to the superagency, are not as centrally involved as they would be on a state coordinating committee, where they would be meeting as equals with a number of agency directors.

Promoting Coordination When State Agencies Are Consolidated

Most of the methods recommended earlier to promote local coordination are no longer appropriate when state agencies are consolidated. The voluntary and exploratory aspects of local cooperation are less apparent when the entities are not independent and, in fact, are administratively connected. Nevertheless, there are various ways in which the consolidated agency can work to improve coordination of employment and training activities.

1. The SDEE administrator can have studies performed on how to better coordinate the constituent agencies at all levels--local, regional, and state. By identifying barriers to effective integration of activities, these studies will suggest improvements in operating procedures. The lessons learned and management methods used by consolidated agencies in service areas other than employment and training are a good source of ideas for improvements.

2. Technical assistance might still be needed by local offices to comply with the required forms of coordination, in which case SDEE should be prepared to supply workshops or manuals of instructions on those activities. Regional and county staff can be trained to facilitate coordination and cooperative planning.

3. The amount of local coordination with other types of organizations not included in SDEE should be determinable from the annual county plans, and remedial actions can be taken as needed to improve relations with other agencies and community groups.

4. SDEE can promote meaningful inclusion of private groups in local cooperative planning by working with its private sector advisory board members to identify groups and persons in each county who should be included in community planning and by supplying instructions and technical assistance to local office administrators on how to involve these private groups in planning activities.

Conclusion

The four scenarios that we have described indicate how recommendations of methods for promoting local interagency coordination depend on what the characteristics of the employment and training system will be in the next three to five years. These possible futures vary on four important dimensions: (1) the degree of autonomy of local agencies; (2) the administrative level at which policy decisions concerning local coordination are made; (3) the administrative relations among employment and education agencies at the state level; and (4) the manner in which the private sector is involved. Current political inclinations and thinking about these issues will lead to one or another possible future. From what we have already seen of the probable near future in California, we can be sure of one thing: employment and training programs will have to provide services through more efficient delivery systems than ever before to meet increasing employment needs with decreasing public resources. In promoting coordination, we are taking the first step toward cost-effective improvement of the services delivered to students, the unemployed, employers, and other clients.

APPENDIX

REPORTS AND RESOURCE MATERIALS FROM CALIFORNIA'S DEMONSTRATION PROGRAM ON COOPERATIVE PLANNING

The following materials were prepared during the three-year demonstration program on cooperative planning sponsored by the California State CETA Office. The first three items are resource materials designed to help staff persons affiliated with public or private service organizations learn about interagency coordination and introduce cooperative planning strategies and procedures into their operational routines. These are followed by ten research reports describing and evaluating activities at the three demonstration sites or summarizing other information on coordination obtained through interviews of agency administrators in the counties. The last item is the Handbook for Interagency Coordination, which was written as a practical how-to-do-it guide for use by local agency personnel. These products may be obtained at cost by writing Kevin Gilmartin or Robert Rossi, American Institutes for Research, P.O. Box 1113, Palo Alto, California 94302, or telephoning (415) 493-3550.

Gilmartin, K. J., & Rossi, R. J. Annotated bibliography concerning coordinated planning, service integration, and interagency cooperation for career development. Palo Alto, Calif.: American Institutes for Research, 1980. ($6.00)

This bibliography was compiled by performing computer searches through various DIALOG data bases of published materials. The first section contains citations and abstracts related to cooperative planning, interagency coordination, and services integration from the Educational Resources Information Center (ERIC) data base. The search covered all entries from 1966 through 1979 and identified 51 relevant publications. The second section contains the results of a similar search through the National Technical Information Service (NTIS) data base of government reports from 1964 through 1979 in which 34 relevant reports were located. The final section contains 90 citations and abstracts from a search of ERIC on the subjects of education-work consortia, industry-education councils, and other local employment-oriented interagency organizations.

Rossi, R. J., & Gilmartin, K. J. Edited volume of materials on cooperative planning and interagency coordination of services. Palo Alto, Calif.: American Institutes for Research, 1980. ($10.75)

Seven books, reports, and working papers are excerpted in this volume and are organized into two sections: cooperative planning and interagency coordination of services. The pages of each document that are included were chosen to present a varied and complementary set of perspectives on local-level collaboration among agencies. Each excerpt is preceded by a page that cites the work, states the numbers of the pages excerpted (as assigned in the original material), and presents an abstract of the excerpt.

Rossi, R. J., & Gilmartin, K. J. Edited volume of materials on promoting innovation in public agencies. Palo Alto, Calif.: American Institutes for Research, 1981. ($9.50)

As the demonstration program in California approached completion, it became important for the participants to understand how innovative approaches such as interagency cooperation can be institutionalized within communities and disseminated to other locales. The materials in this volume were selected as representing significant contributions to the literature concerned with these topics. In the first section, excerpts are presented from six works on implementing, institutionalizing, and disseminating innovations in public agencies. The second section contains an annotated bibliography of an additional 11 materials on innovation in public agencies.

Rossi, R. J., & Gilmartin, K. J. Background and experience of project participants, agency characteristics, and resource usage (CPP Report No. 1). Palo Alto, Calif.: American Institutes for Research, 1980. ($2.00)

This is the first in the series of Cooperative Planning Program Reports about the California demonstration program and related information on interagency coordination. This report sets the scene for the demonstration program by describing the participating agencies in the three counties in terms

of size, turnover rates, level of experience with coordination, and preparation of planning documents. The agency representatives on the project steering committees are described in terms of job title, experience, and time spent in agency planning. The extent of personal familiarity among the steering committee members is diagramed, and the net resources donated to the project by the agencies are calculated.

Gilmartin, K. J., & Rossi, R. J. Roles, expectations, and working relationships among project participants; information and resource usage (CPP Report No. 2). Palo Alto, Calif.: American Institutes for Research, 1980. ($4.25)

This report describes the recruitment, selection, and organization of project staffs and the levels of involvement of the three steering committees in directing project activities. The expectations of the steering committee members and the quality of their working relations are tabulated for the beginning of the project and several months later, and changes over that period are discussed. The agency representatives were interviewed concerning their agency's use of seven classes of information, and the amount and type of information exchange among agencies is diagramed for each county. The net agency resources donated to the project is reported, and an appendix contains suggestions made by the agencies for improving employment and training information for countywide planning.

Rossi, R. J., & Gilmartin, K. J. Project timelines, progress toward objectives, and changes in procedures; interagency coordination of activities, and resource usage (CPP Report No. 3). Palo Alto, Calif.: American Institutes for Research, 1980. ($5.25)

This report describes the status of the demonstration projects almost one year after their selection was announced. Timelines are presented for each project that note when significant milestones were achieved. The progress of each project toward its objectives is depicted graphically, and changes in procedures or objectives are explained. The report also describes the patterns of coordination among the agencies and their opinions of ways this coordination could be improved.

Gilmartin, K. J., & Rossi, R. J. Project site visits, September 1980 (CPP Report No. 4). Palo Alto, Calif.: American Institutes for Research, 1980. ($1.50)

This short report describes and comments on recent events at the demonstration projects, including formation of subcommittees, attempts to design a multiagency referral form, development of memoranda of understanding between pairs of agencies, and consideration of the proper contents and format for a human services resource directory.

Rossi, R. J., & Gilmartin, K. J. Cooperative planning (CPP Report No. 5). Palo Alto, Calif.: American Institutes for Research, 1981. ($1.00)

This is the first of several reports in the format of a newsletter, all with the title Cooperative Planning. The major headings are "Demonstration Program Highlights," "Private Sector Involvement," "Interagency Responses to Funding Cuts," "Combined Referral Becomes Interagency Workshops," "Unsolicited Proposals Accepted from Public Agencies," "CETA-DR Financial Agreement Becomes Nonfinancial," and "Survey of Employers."

Gilmartin, K. J., & Rossi, R. J. Cooperative planning activities and their effects, Year One (CPP Report No. 6). Palo Alto, Calif.: American Institutes for Research, 1981. ($3.00)

All project activities that could conceivably have affected agency procedures or client services as early as September 1980 are described and evaluated in this report. Seventy-five persons in Imperial and San Diego Counties provided information on the effects of project products and processes in their counties. (Marin County was excluded since activities had begun only recently there.) A seven-level conceptual framework for understanding cooperative planning and the effects of the various cooperative planning process components is described and related to the progress made by the two projects.

Dayton, C. W. Marin County interagency linkages (CPP Report No. 7). Palo Alto, Calif.: American Institutes for Research, 1981. ($3.00)

This report describes the interagency linkages that had been developed in Marin County before the beginning of the demonstration project. First, the advisory and planning councils concerned with employment and training are discussed: three under the sponsorship of CETA, one for the Employment Development Department, and one for the Regional Occupational Program. Following this, six specific interagency linkages that reflect unusual efforts or particularly good cooperative arrangements are chosen and described. The frequent causes of success are summarized and could serve as advice for other localities.

Rossi, R. J., & Gilmartin, K. J. Cooperative planning (CPP Report No. 8). Palo Alto, Calif.: American Institutes for Research, 1981. ($1.00)

The major headings in this newsletter are "Demonstration Program Highlights," "Interagency Subcommittees and Master Plan Development," "Countywide Committee of Employment and Training Providers," and "Formalizing Informal Cooperation."

Rossi, R. J., & Gilmartin, K. J. Cooperative planning (CPP Report No. 9). Palo Alto, Calif.: American Institutes for Research, 1981. ($1.25)

Many different circumstances had been mentioned during the project as being obstacles to local cooperative planning. To find out how frequent and serious these potential problems really are for local coordination, agency administrators and other participants in the demonstration program were surveyed. This survey covered coordination activities engaged in by project participants for the previous two years, whether or not the activities were related directly to the demonstration project. This newsletter summarizes the findings concerning level of experience with various interagency activities and ratings of potential obstacles in terms of frequency and seriousness.

Rossi, R. J., & Gilmartin, K. J. Cooperative planning (CPP Report No. 10). Palo Alto, Calif.: American Institutes for Research, 1981. ($1.25)

The main headings in this newsletter are "Demonstration Program Update," "Interagency Activities in San Mateo and Sonoma Counties," "San Diego Steering Committee and Project Staff," "Marin County Cooperative Planning Council," "Imperial County Employment Training Providers Clearinghouse," "Colocation, Outstationing, and Joint Intake and Assessment in San Mateo," and "Sonoma County Employment and Training Council."

Rossi, R. J., Gilmartin, K. J., & Dayton, C. W. Handbook for interagency coordination. Palo Alto, Calif.: American Institutes for Research, 1982. ($10.75)

Much of what has been learned about interagency coordination, service integration, and cooperative planning, both from the demonstration program in California and from many dozens of other coordination projects over the past 15 years, is presented in this handbook. The text has been written for use by local agency administrators and staff and contains numerous examples, self-assessment quizzes, checklists, suggested procedures, and illustrations. The five chapters are "An Introduction to Interagency Coordination," "Building a Sense of Common Purpose," "Meeting Immediate Client Needs," "Mutual Gathering and Use of Information," and "Integrated Program Administration." These are followed by a glossary of terms often used in connection with interagency activities and an annotated bibliography of selected readings on interagency coordination. All of the contents were reviewed by the local administrators in the demonstration counties and by state agency representatives and local politicians on the State Project Advisory Committee.